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S. HRG. 100-59

NATIONAL PARK SERVICE ENTRANCE FEES

HEARING

BEFORE THE

SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS

OF THE

COMMITTEE ON ENERGY AND NATURAL RESOURCES UNITED STATES SENATE

ONE HUNDREDTH CONGRESS

FIRST SESSION

ON

H.R. 1320

AN ACT TO AMEND THE LAND AND WATER CONSERVATION FUND ACT OF 1965, AND FOR OTHER PURPOSES

APRIL 27, 1987

Printed for the use of the
Committee on Energy and Natural Resources

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NATIONAL PARK SERVICE ENTRANCE FEES

MONDAY, APRIL 27, 1987

U.S. SENATE,
SUBCOMMITTEE ON PUBLIC LANDS,
NATIONAL PARKS AND FORESTS,
COMMITTEE ON ENERGY AND NATURAL RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:03 a.m., in room SD-366, Dirksen Senate Office Building, Hon. Dale Bumpers, presiding.

OPENING STATEMENT OF HON. DALE BUMPERS, A U.S. SENATOR FROM THE STATE OF ARKANSAS

Senator BUMPERS. The subcommittee will come to order.

The purpose of the hearing today is to receive testimony on H.R. 1320, a bill whose primary purpose is to permit the National Park Service to charge additional entrance fees at units of the Park System.

Let me say at the outset that I am aware that this measure would also reauthorize funding for the Land and Water Conservation Fund through the year 2015. As many of you know, two bills dealing with the reauthorization of the Land and Water Conservation Fund are currently pending before the subcommittee.

Hearings have been scheduled on those measures for May 12 and May 14. Since we will be receiving testimony on that subject at those hearings, I would ask witnesses today to confine their remarks to the fee issues raised in H.R. 1320.

Since the debate on the question of increased park entrance fees began in earnest several years ago, the tone of that debate has changed considerably. The question now is not so much "should" fees be raised, but "how" should they be raised, and by how much? While there are still some questions about the wisdom of charging a fee at a particular unit, tight budgets and the fact that entrance fees have not been increased in 15 years have been combined to almost ensure that some type of fee increase legislation will be enacted this year.

In my view, there are four broad principles which must be incorporated into any park fee proposal.

One, there must be limits on the amount that can be charged to enter each park and we must know in advance where fees will be charged.

Secondly, the proceeds from fee collections must be made as directly as possible to the parks for park purposes.

Three, there must be an equitable formula for the distribution of the funds among the various park units so that noncollecting as well as collecting parks benefit.

And four, the fee structure we establish must seek to minimize the need for special exceptions or exemptions.

While there are numerous specific issues which must be addressed, I am confident that if we can achieve concensus on these general principles, it will be possible to report a good bill out of this subcommittee, or out of the Committee. I look forward to working with the other members of the subcommittee and my colleagues in the Senate and the House in drafting such a bill.

So at this point, I will place in the hearing record a copy of H.R. 1320, as well as a copy of the administration's fee proposal which has been transmitted to the Senate but not yet introduced.

[The information referred to follows:]

II

100TH CONGRESS
1ST SESSION

H. R. 1320

IN THE SENATE OF THE UNITED STATES

APRIL 2 (legislative day, MARCH 30), 1987
Received; read twice and referred to the Committee on Energy and Natural Resources

AN ACT

To amend the Land and Water Conservation Fund Act of 1965, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be referred to as the "Land and Water Conservation Fund Act Amendments of 1987".

SEC. 2. PARK SYSTEM ADMISSION FEES; USE OF RECEIPTS.

(a) Section 4(a) of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 4601–6a(a)), is amended as follows:

(1) Paragraph (1) is amended by striking out "$10" and inserting in lieu thereof "$25" in the first sentence.

(2) Paragraph (1) is further amended by striking out "(1)" and inserting in lieu thereof "(1)(A)" and adding the following new subparagraph:

"(B) For admission into a specific designated unit of the National Park System, or into several specific units located in a particular geographic area, the Secretary is authorized to make available an annual admission permit for a reasonable fee. The fee shall not exceed $15 regardless of how many units of the park system are covered. The permit shall convey the privileges of, and shall be subject to the same terms and conditions as, the Golden Eagle Passport, except that it shall be valid only for admission into the specific unit or units of the National Park System indicated at the time of purchase.".

(3) Paragraph (2) is amended by adding the following sentences at the end thereof: "The fee for a single-visit permit at any designated area applicable to those persons entering by private, noncommercial vehicle shall be no more than $5 per vehicle. The single-visit permit shall admit the permittee and all persons accompanying him in a single vehicle. The fee for a single-visit permit at any designated area applicable to those persons entering by any means other than a private noncommercial vehicle shall be no more than $3

per person. The maximum fee amounts set forth in this paragraph shall apply to all designated areas except those specified in paragraph (9).".

(4) Paragraph (3) is amended by adding the following new sentence at the end thereof: "Notwithstanding any other provision of this Act, no admission fee may be charged at any unit of the National Park System if—

"(A) the unit is located in an urbanized area; and

"(B) no fee was charged for admission to the unit as of September 30, 1986.".

(5) Add the following new paragraphs:

"(6)(A) No later than 60 days after the date of enactment of this paragraph, the Secretary of the Interior shall submit to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate a report on the entrance fees proposed to be charged at units of the National Park System. The report shall include a list of units of the National Park System and the entrance fee proposed to be charged at each unit. The Secretary of the Interior shall establish and include in the report an

explanation of the guidelines used in appying the criteria contained in subsection (d).

"(B) Following submittal of the report to the respective committees, any proposed changes to matters covered in the report, including the addition or deletion of park units or the increase or decrease of fee levels at park units shall not take effect until 60 days after notice of the proposed change has been submitted to the committees.

"(7) No admission fee may be charged at any unit of the National Park System for admission of any person 16 years of age or less.

"(8) For purposes of paragraph (3), the term 'urbanized area' means an area consisting of a central city or cities of at least 50,000 inhabitants and the surrounding closely settled area for the city or cities considered as an urbanized area by the Secretary of Commerce for general statistical purposes.

"(9) In the case of the following parks, the fee for a single-visit permit applicable to those persons entering by private, noncommercial vehicle (the permittee and all persons accompanying him in a single vehicle) shall be no more than $10 per vehicle and the fee for a single-visit permit applicable to persons entering by any means other than a private noncommercial vehicle

shall be no more than $5 per person: Grand Canyon National Park, Yellowstone National Park, and Grand Teton National Park. In the case of Yellowstone and Grand Teton, a single-visit fee collected at one unit shall also admit the vehicle or person who paid such fee for a single-visit to the other unit.".

(b) Section 4(f) of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 4601–6a(f)) is amended to read as follows:

"(f) The head of any Federal agency, under such terms and conditions as he deems appropriate, may contract with any public or private entity to provide visitor reservation services. Any such contract may provide that the contractor shall be permitted to deduct a commission to be fixed by the agency head from the amount charged the public for providing such services and to remit the net proceeds therefrom to the contracting agency.".

(c) Section 4 of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 4601–6a) is amended by adding the following new subsections at the end thereof:

"(i) All receipts from fees collected pursuant to this section by any Federal agency (or by any public or private entity under contract with a Federal agency) shall be covered into a special account for that agency established in the Treasury of the United States. The preceding sentence shall not apply to

fees collected by the United States Fish and Wildlife Service. Notwithstanding any other provision of law, amounts covered into such special account for each such agency during each fiscal year shall be available for obligation or expenditure by the agency after the end of such fiscal year, to be used for resource protection, research, interpretation and maintenance activities related to resource protection at facilities managed by that agency at which outdoor recreation is available. The preceding sentence shall not apply in the case of fees collected by the National Park Service (or by any public or private entity under contract with the National Park Service). Amounts covered into the special account for the National Park Service during each fiscal year shall be allocated among park system units in accordance with subsection (j) in the first fiscal year after the year in which such funds are covered into the special account. Notwithstanding any other provisions of law, such amounts shall be available for obligation or expenditure by the Director of the National Park Service to be used in such first fiscal year as follows:

"(1) In the case of receipts from fees collected for admission to units of the national park system: for resource protection, research, and interpretation at units of the national park system.

"(2) In the case of receipts from user fees collected for units of the national park system: for resource

protection, research, interpretation, and maintenance activities related to resource protection at units of the national park system.

"(j)(1) Half of the funds made available to the Director of the National Park Service under subsection (i) in each fiscal year shall be allocated among units of the national park system in accordance with paragraph (2) of this subsection and half shall be allocated in accordance with paragraph (3) of this subsection. Amounts allocated to a unit for any fiscal year and not expended in that fiscal year shall remain available for expenditure at that unit until expended.

"(2) The amount allocated to each unit under this paragraph for each fiscal year shall be a fraction of the total allocation to all units under this paragraph. The fraction for each unit shall be determined by dividing the operating expenses at that unit during the prior fiscal year by the total operating expenses at all units during the prior fiscal year.

"(3) The amount allocated to each unit under this paragraph for each fiscal year shall be a fraction of the total allocation to all units under this paragraph. The fraction for each unit shall be determined by dividing the user fees and admission fees collected under this section at that unit during the prior fiscal year by the total of user fees and admission fees collected under this section at all units during the prior fiscal year.

"(k) When authorized by the head of the collecting agency, volunteers at designated areas may sell permits, and collect fees, authorized or established pursuant to this section. The head of such agency shall insure that such volunteers have adequate training regarding (1) the sale of permits and the collection of fees, (2) the purposes and resources of the areas in which they are assigned, and (3) the provision of assistance and information to visitors to the designated area. The Secretary shall require a surety bond for any such volunteer performing services under this subsection. Funds available to the collecting agency may be used to cover the cost of any such surety bond. The head of the collecting agency may enter into arrangements with qualified public or private entities pursuant to which such entities may sell (without cost to the United States) annual admission permits (including Golden Eagle Passports) at any appropriate location. Such arrangements shall require each such entity to reimburse the United States for the full amount to be received from the sale of such permits at or before the agency delivers the permits to such entity for sale.

"(l)(1) Where the National Park Service provides transportation to view all or a portion of any national park, the Director of the National Park Service may impose a charge for such service in lieu of an admission fee under this section. The amount of any fee imposed under this paragraph shall

not exceed the maximum amount of the admission fee which could otherwise be imposed under subsection (a).

"(2) Notwithstanding any other provision of law, half of the charges imposed under paragraph (1) shall be retained by the national park at which the service was provided. The remainder shall be covered into the special account referred to in subsection (i) in the same manner as receipts from fees collected pursuant to this section. Fifty percent of the amount retained shall be expended only for maintenance of transportation systems at the park where the charge was imposed. The remaining fifty percent of the retained amount shall be expended only for activities related to resource protection at such park.".

(d) Title I of Public Law 96–514 is amended by striking out the following: "Notwithstanding the provisions of Public Law 90–401, revenues from recreation fee collections by Federal agencies shall hereafter be paid into the Land and Water Conservation Fund, to be available for appropriation for any or all purposes authorized by the Land and Water Conservation Fund Act of 1965, as amended, without regard to the source of such revenues.".

(e) Section 402 of the Act of October 12, 1979 (93 Stat. 664), is hereby repealed.

(f) The following provisions relating to fees in specific national park system units are hereby repealed:

Park System Unit(s)	Act	Provision Repealed
Alaska units of national park system	Alaska National Interest Lands Conservation Act	Last sentence section 203
Biscayne National Park, Florida	June 28, 1980 (94 Stat. 600)	Last sentence section 106
Boston African American National Historic Site, Massachusetts	Oct. 10, 1980 (94 Stat. 1846)	Last sentence section 103
Channel Islands National Park, California	March 5, 1980 (94 Stat. 77)	Section 207
Fort Jefferson National Monument, Florida	June 28, 1980	Last sentence section 204
Golden Gate National Recreation Area, California	Oct. 27, 1972 (16 U.S.C. 460bb–3(e)	Section 4(e)
Martin Luther King Jr. National Historic Site, Georgia	Oct. 10, 1980 (94 Stat. 1842)	Section 5
Mount Rushmore National Memorial, South Dakota	Feb. 25, 1929 (45 Stat. 1300)	Last sentence section 3
Point Reyes National Seashore, California	Sept. 13, 1962 (16 U.S.C 459c–5(e))	Section 5(e)

(g) The Secretary of the Interior shall assess the extent to which traffic congestion and overcrowding occurs at certain park system units during times of seasonally high usage and shall conduct a study of the following:

(1) The feasibility of reducing vehicular traffic within national park system units through fee reductions for visitors traveling by bus and through other

means which could shift visitation from automobiles to buses.

(2) The feasibility of encouraging more even seasonal distribution of visitation.

The study shall include a pilot project to be carried out in Yosemite National Park. For purposes of such pilot project, the Secretary may reduce the fees for admission of various classes or categories of visitors to Yosemite National Park and may reduce the admission fees imposed at the park during seasons with low visitation. A report containing the results of the study shall be transmitted to the Committee on Interior and Insular Affairs of the United States House of Representatives and to the Committee on Energy and Natural Resources of the United States Senate within 3 years after the enactment of this Act.

SEC. 3. EXTENSION OF LAND AND WATER CONSERVATION FUND.

(a) Section 2 of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 460l and following) is amended as follows:

(1) In the matter preceding subsection (a), strike "1989" and substitute "2015".

(2) In subsection (c)(1) strike "1989" and substitute "2015".

(b) The last sentence of section 3 of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 460l and following) is amended to read as follows: "Moneys made available for obligation or expenditure from the fund or from the special account established under section 4(a)(1)(B) may be obligated or expended only as provided in this Act.".

SEC. 4. The President shall submit as part of the annual budget message a detailed list and accounting of all fees received pursuant to this Act by each collecting agency and each collecting unit and shall include proposed distributions of fee receipts from the previous year by function within each unit. Appropriations shall be made as required in this Act. No funds shall be transferred from fee receipts made available under this Act to each unit: *Provided, however,* That in making appropriations, funds derived from such fees may be used for any purpose authorized herein.

Passed the House of Representatives April 1, 1987.

Attest: DONNALD K. ANDERSON,

Clerk.

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

FEB 27 1987

Honorable George Bush
President of the United States Senate
Washington, D.C. 20510

Dear Mr. President:

Enclosed is a draft bill "To amend the Land and Water Conservation Fund Act of 1965, as amended, to permit the use of park entrance, admission, and recreation use fees for the operation of the National Park System, and for other purposes." Also enclosed is a brief section-by-section analysis of the bill.

We recommend that the bill be introduced and referred to the appropriate committee for consideration, and we recommend that it be enacted.

The fee initiative proposed by this bill represents one of the highest priorities for the National Park Service in the FY 1988 budget. This bill would provide a 10-year constant source of funds for the enhancement of operational activities in the National Park System, including interpretation, and related maintenance, research, and resource management and protection. Given the pressing need to reduce the Federal deficit, we propose to use the fees generated by the parks themselves to increase the level of funding for park operations.

The Fiscal 1987 Continuing Resolution (P.L. 99-591), approved October 18, 1986, authorized the establishment of new and increased entrance fees, but only during Fiscal Year 1987. Enactment of the enclosed draft bill would authorize new and increased entrance fees as a matter of permanent law, superceding the limited authority in the Continuing Resolution. The entrance fee provisions of the enclosed bill are identical to those adopted by the Congress in the Continuing Resolution, with five exceptions: First, the cap on a single visit fee is established at $10 per vehicle and $5 per person (where entry is other than by vehicle), whereas the Continuing Resolution limited this fee to $5 per vehicle and $3 per person; second, we are recommending a one-time charge of $10 for the Golden Age Passport, whereas the Continuing Resolution did not include such a charge; third, our draft bill would specifically authorize volunteers and contractors to collect fees, whereas the Continuing Resolution did not include such authority; fourth, we are recommending $40 for the Golden Eagle annual pass, whereas the Continuing Resolution limited this fee to $25; and fifth, we are recommending a $25 cap for single park annual admission fee,

whereas the Continuing Resolution limited this fee to $15.

Because its provisions are limited only to Fiscal Year 1987, the Continuing Resolution appropriated an amount equal to the estimated recreation fee receipts, and provided that, as fees are collected throughout the fiscal year, they would be paid into the General Fund of the Treasury. Under the long-term program that we propose in the enclosed draft bill, no appropriation would be necessary; the fees would be available for expenditure as they are collected, without regard to fiscal year limitation.

Prior to the current fiscal year, park entrance fees had remained essentially at the same level for 14 years. In Fiscal year 1986, more than $21 million was collected by the National Park Service in entrance and user fees under a system in which most entrance fees, including the Golden Eagle Passport, had not been changed since 1972. We believe that if park users can be sure their money will go directly to the park system, they will not object to reasonable increases in entrance fees or expanding the number of parks at which such fees are charged. Accordingly, the second major feature of the bill is a repeal of the 1979 statutory prohibition on increasing park entrance fees or establishing new fees.

We would like to emphasize that, under our proposal:

- No entrance fee will be charged where such a fee is now specifically prohibited by law; the draft bill contains no park-specific repealers on entrance fees.

- No entrance fee in excess of $10 per vehicle will be charged.

- No entrance fee will be charged at urban recreation areas where access is publicly available at multiple locations.

- No change will be made to existing policies regarding free or reduced entrance fees for bona fide educational groups.

The authorized price of the Golden Eagle Passport will be increased to $40, and it will continue to be an annual unlimited vehicular admission permit to any unit of the National Park System. In addition, the bill would authorize a one-time charge of $10 for the Golden Age Passport, which is now free to citizens 62 years of age and older. It would also authorize volunteers and contractors to collect fees and sell permits. For people who visit one park regularly, the bill would authorize that annual admission permits for specific parks or several specific parks in a geographic area be offered. Language is also included

providing for submission of a list of entrance fees to the appropriate Congressional committees, and requiring notice and a 60-day wait before any changes in the fee list are effected.

Under our proposal, we estimate that $21.5 million in additional revenues in FY 1988 would be generated. Combined with an estimated $52.8 million from current entrance and user fee collections, this would provide an estimated total of $74 million in revenues which will be used to enhance park operation budgets. We believe that the effect of this proposal will enable the National Park Service to provide levels of service that the American people want and expect in their national parks even in this time of fiscal austerity.

The Office of Management and Budget has advised that this legislative proposal is in accord with the program of the President.

Sincerely,

ASSISTANT SECRETARY William P. Horn

Enclosures

A BILL

To amend the Land and Water Conservation Fund Act of 1965, as amended, to permit the use of park entrance, admission, and recreation use fees for the operation of the National Park system, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) Section 4(a) of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460l-6a(a), is further amended as follows:

(1) Paragraph (1) is amended by striking out "$10" and inserting in lieu thereof "$40" in the first sentence.

(2) Paragraph (1) is further amended by striking out "(1)" and inserting in lieu thereof "(1)(A)" and adding the following new subparagraph:

"(B) For admission into a specific designated unit of the National Park System, or into several specific units located in a particular geographic area, the Director of the National Park Service is authorized to make available an annual admission permit for a reasonable fee but not to exceed $25 for any such permit regardless as to whether it is for admission to one or more units. The permit shall convey the privileges of, and shall be subject to the same terms and conditions as, the Golden Eagle Passport, except that it shall be valid only for admission into the specific

Unit or units of the National Park System indicated at the time of purchase.".

(3) Paragraph (2) is amended by adding the following sentences at the end thereof: "No fee for a single visit may exceed $5 for a single visit permit as defined in section 71.7(b)(2) of title 36 of the Code of Federal Regulations or $10 for a single visit permit as defined in section 71.7(b)(1) of title 36 of the Code of Federal Regulations. For the purpose of this paragraph any reference to section 71.7(b)(1) or 71.7(b)(2) of title 36 of the Code of Federal Regulations shall be deemed to be a reference to those regulations which were in effect on September 1, 1986.".

(4) Paragraph (4) is amended by striking out "without charge" and inserting in lieu thereof "for a fee of $10" in the second sentence, and by striking out "other" in the third sentence.

(5) Paragraph (3) is amended by adding the following new sentence at the end thereof:

"Notwithstanding any other provision of this Act, no admission fee may be charged at any unit of the National Park System which provides significant outdoor recreation opportunities in an urban environment and to which access is publicly available at multiple locations".

(6) By adding the following new paragraph (6):

"(6)(A) No later than 60 days after the date of enactment of this paragraph, the Secretary of the Interior shall submit to the Committee on Energy and Natural Resources of the United States Senate and the Committee on Interior and Insular Affairs of the United States House of Representatives, a list of units of the National Park System and the entrance fee proposed to be charged at each unit (hereinafter in this paragraph referred to as 'the list').

"(B) Following submittal of the list to the respective committees, any proposed changes to the list, including the addition or deletion of park units or the increase or decrease of fee levels at park units shall not take effect until 60 days after the proposed change has been submitted to the committees.".

(b) Section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460l-6a), is further amended as follows:

(1) Subsection (e) is amended by adding the following after the final period: "When authorized by the head of the collecting agency, volunteers may sell permits and collect fees authorized or established pursuant to this section, and funds appropriated or otherwise available to the collecting agency shall be available to cover the cost of any surety bond as may be

required of any such volunteer in performing such authorized services under this subsection. In addition, the head of the collecting agency may enter into contracts with qualified public or private persons or entities whereby such persons or entities may, for a reasonable fee, sell permits and collect fees authorized or established pursuant to this section.".

(2) Subsection (f) is amended by striking out "(f) Except" and inserting in lieu thereof "(f)(1) Except as provided in paragraph (2) and except", and by adding the following new paragraph:

"(2) Notwithstanding any other provision of law, for the period beginning on the date of enactment of this paragraph until the end of ten complete fiscal years thereafter, all fees collected under subsections (a), (b) and (c) of this section with respect to the National Park System shall be available until expended, without further appropriation, for expenditure as determined by the Director of the National Park Service to defray the cost of collection, for resource protection, research, interpretation, and maintenance activities related thereto at the collecting unit; and for resource protection, research, interpretation, and maintenance

activities related thereto at all units of the National Park System: Provided, That the Director shall insure that non-collecting units receive a fair and reasonable portion of the revenue made available pursuant to this paragraph.".

(c) Section 402 of the Act of October 12, 1979 (93 Stat. 664), is hereby repealed.

Section-by Section Analysis

Subsection (a) Amends section 4(a) of the Land and Water Conservation Fund Act of 1965, which authorizes entrance or admission fees only to designated units of the National Park System and at National Recreation Areas administered by the Department of Agriculture, as follows:

(1) Increases the price of the annual general admission permit, the "Golden Eagle Passport," from $10 to $40.
(2) Provides for an annual admission permit for a specific park or several specific parks in a particular geographic area. The fee may not exceed $25 whether it is for one or more units. This annual permit would be similar to the Golden Eagle Passport, but limited to the specific park or parks indicated at the time of purchase.
(3) Places a cap on the fee for a single visit of $10 for a vehicle and $5 where entry is other than by passenger vehicle.
(4) Provides for a one-time $10 charge for the Golden Age Passport, which is now free to citizens 62 years and older.
(5) Exempts urban recreation areas to which access is publicly available at multiple locations from being designated as entrance fee units.
(6) Requires submission to Committees, within 60 days, of a list of entrance fees to be charged at each unit of the National Park System, and requires submission of any changes proposed in the list to Committees and a wait of 60 days before any changes take effect.

Subsection (b) Amends two additional subsections of section 4 of the Land and Water Conservation Fund Act of 1965, as follows:

(1) Amends subsection (e) to authorize volunteers to collect entry and user fees, and authorizes collecting agency to pay any surety bond; authorize collecting agency to contract for collection of fees.
(2) Makes available, without further appropriation, all entrance and user fees collected by the National Park Service for the next 10 years for expenditure as determined by the Director of the National Park Service, for the cost of collection, resource protection, research, interpretation, and maintenance activities related thereto at the collecting units of the National Park System. Language is included requiring the Director to insure that non-collecting units receive a fair and reasonable portion of the revenue made available.

Subsection (c) Repeals 1979 provision that froze all National Park System entrance fees and prohibited the Secretary from charging for transportation systems at Denali National Park, AK.

Senator BUMPERS. I have a letter from Senators Cohen and Mitchell regarding Acadia National Park, and without objection, this letter will be entered into the record.

Senator Pressler has advised me that he will have a statement for the record, and some questions to the various witnesses, and Senator Metzenbaum and Senator Murkowski have statements for the record.

[The material referred to follows:]

United States Senate
WASHINGTON, D.C. 20510

April 24, 1987

The Honorable Dale Bumpers
Chairman, Subcommittee on Public Lands
Reserved Water and Resource Conservation
United States Senate
Washington, D.C. 20510

Dear Dale:

We are writing with regard to your Subcommittee's upcoming consideration of H.R. 1320, National Park Service entrance fee legislation.

This issue is of great importance to us because, as you know, one of the National Parks affected by the imposition of an entrance fee in Fiscal Year 1987 is Acadia National Park, a truly unique park situated among the towns and villages of Mt. Desert Island, Maine. Acadia's location on the coast and its proximity to the mainland result in its being considered a playground or backyard by many residents of Maine, who often include a quick drive along Ocean Drive as part of the larger tour of the Maine coast or make a spur-of-the-moment trip to the park when the weather turns particularly beautiful.

In February, we wrote to Interior Secretary Donald Hodel to express our opposition to the entrance fees that had been proposed for Acadia by the National Park Service. Of the 67 national parks, monuments, battlefields, historic sites and seashore which currently have no fee in place, only five, including Acadia, were targeted to charge the maximum scheduled fee. In our view, no compelling reasons exist for visitors to Acadia to be charged the maximum entrance fee at this time.

We told Secretary Hodel that fees that may be acceptable for entrance to our largest national parks or so-called "destination" parks should not be imposed at Acadia. We urged him to reconsider the imposition of entrance fees at Acadia, or at the very least, to scale them back. So far, we have not received a response from the Secretary.

We respectfully request that you review this matter and include language during your Subcommittee's mark-up of H.R. 1320 which prevents any park which had no fee in place as of October 1, 1986, from charging the maximum amount.

The inclusion of this provision in H.R. 1320 would allow for a more reasonable transition period, one which more fully takes into account the unusual characteristics of Acadia Park and the concerns of Maine residents.

Thank you very much for your attention to our request. If you have any questions, please let us know.

Sincerely,

William S. Cohen
United States Senator

George J. Mitchell
United States Senator

United States Senate
WASHINGTON, D.C. 20510

February 12, 1987

The Honorable Donald P. Hodel
Secretary of the Interior
Interior Building
Washington, D.C. 20240

Dear Mr. Secretary:

We are writing to express our opposition to entrance fees proposed for Acadia National Park in Maine. We think Acadia and its environs are sufficiently unique to warrant an exception from the general entrance fees policy.

The National Park Service rates Acadia as a major park undoubtedly because it attracts nearly 4 million visitors annually rather than because of its size, extensive facilities, or hundreds of miles of access roads. The fact is, however, that Acadia is not a large acreage wilderness park located miles from population centers or from the mainstream of life in the state in which it is located. Acadia is on an island separated from the mainland by only a few yards and the park portion of Mount Desert Island is bordered by year-round island communities.

Out-of-state vacationers usually do not consider Acadia as the end destination of their vacation trip and usually they do not remain overnight in the park. Instead, visitors typically plan to stop at Acadia for 3 or 4 hours as part of a tour of the Maine coast. Visitors to Yellowstone and other major parks, by contrast, tend to think of the national park as the focal point of their long journeys. Entrance fees to parks which are focal points of entire vacations may be acceptable to the visitors.

Maine residents, whether they live on the mainland or on Mount Desert Island itself have always considered Acadia as their playground and the imposition of a fee has aroused some hostility. We think most Maine citizens visit the park irregularly, perhaps one visit one year, none the next and several the year after. Summer visits by their out-of-state friends or relatives often make such visits to Acadia almost mandatory. We doubt that many low to moderate income Maine families will purchase the proposed $15 annual pass because few make definite plans to visit the park a certain number of times each year. The park's geographical location makes it possible for most Maine residents to visit the area and return the same day. Such proximity makes advance planning unnecessary.

We are not convinced that Acadia's unique history, location, and relationships were taken into account when the National Park Service decided to impose the highest possible entrance fees on its visitors. At the very least, if entrance fees at Acadia are unavoidable, they should be tried at the lower end of the scale rather than the higher. Maine residents should not be charged $2 per person, $5 per automobile, and $2 per person for bused sightseers. Fees that may be acceptable for entrance to our largest national parks should not be imposed on Acadia.

We are pleased with the cooperation we received from the National Park Service during negotiations to develop a permanent boundary, and more recently, by the decision to exempt senior citizens and the disabled from entrance fees to the park. We trust that these positive relationships will continue and above all, we hope you will consider fully our arguments against the imposition of fees at Acadia, or at the very least, that you will agree they must be reduced to reasonable levels.

Thank you for assisting us in this manner.

Sincerely,

William S. Cohen
United States Senator

George J. Mitchell
United States Senator

STATEMENT OF SENATOR LARRY PRESSLER
IN OPPOSITION TO H.R. 1320
BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS & FORESTS
APRIL 27, 1987

Mr. Chairman and members of the Committee, I would first like to thank you for the opportunity to testify today. H.R. 1320, a bill to amend the Land and Water Conservation Act of 1965, contains a provision which could have a major impact on my home state of South Dakota. That provision is the main focus of my testimony.

In its present form, I strongly oppose this legislation. Although in many respects this could be a positive bill which I would support with some modifications, I adamantly object to the provision in this bill which would permit the National Park Service to collect fees at Mount Rushmore. Section 2(f) of the bill would repeal the existing specific prohibition of entrance fees at Mount Rushmore and grant the National Park Service the power to collect an entrance fee at the Monument.

The Memorial was never intended to be used as a source of revenue. It is a national shrine of democracy. The 1929 legislation creating the Mount Rushmore National Memorial Commission and defining its purposes and powers specifically addresses the subject of fees. The law states that "No charge shall ever be made for admission to the memorial ground or for viewing the memorial." Thus, no entrance fee has ever existed at the Monument. I believe that Congress should not alter the original language and Mount Rushmore should remain available to all visitors free of charge.

The Mount Rushmore National Memorial is a proud symbol of American independence, ingenuity and artistic achievement. Mount Rushmore is not a recreational service for which fees should be charged. It is a patriotic experience, an education in American history, a lesson in art, and an inspiration to all who visit there. Congress recognized this fact in 1929 when is passed legislation prohibiting fees at the Monument. There is no basis for changing that restriction today. The 1929 Act is quite specific. Its purpose and rationale are obvious. We do not want to charge people a fee to learn about the heritage of our country. We should not charge a fee for the privilege of realizing the moving experience of Mount Rushmore. And we do not want to discourage on-sight interpretive visits. We want people to know and understand all they can about this national treasure.

If a fee were imposed, many visitors may choose to avoid paying an entrance fee and view the Monument from a distant roadside--bypassing the facilities that are so important to fully understanding and enjoying the Memorial. As you know, I have introduced legislation to begin a major renovation of the facilities at the Monument. The very purpose of that bill is to encourage visitation and to enable visitors to stay longer and learn more about the true meaning behind Mount Rushmore. This bill would have the opposite effect.

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I am particularly concerned that this bill establishes an unjustifiable double standard in the imposition of fees. The existing prohibition against fees at Mount Rushmore is based on its symbolic and educational importance to our country--in effect, it is a prohibition based on function. H.R. 1320 establishes a different fee prohibition criteria, based entirely on location. If a National Park Service facility is located in a certain geographic area, no fee can be imposed. I see no satisfactory justification for this new criteria as an alternative to existing prohibitions. We should remain true to the established and well-reasoned prohibition on fees for symbolic facilities such at Mount Rushmore.

Mr. Chairman, should this bill be acted upon in the Senate, I shall offer an amendment designed to address these inequities. It shall be in the form of either an outright prohibition against fees at Mt. Rushmore and similar facilities, or it will establish statutory guidelines for the National Park Service to follow which would require it to be particularly sensitive in its fee review process to what I earlier referred to as the "functional" importance of any Park Service facility. The guidelines would make clear that fees should not be imposed at facilities such as Mount Rushmore.

Mr. Chairman, in order to retain my rights to offer such an amendment, I have asked the Senate leadership to notify me prior to any Unanimous Consent agreement concerning H.R. 1320 or similar legislation. Without this necessary modification, I will fight to prevent passage of H.R. 1320.

As you will recall, the Senate recently passed a bill which would prohibit any entrance or admission fee at the Statue of Liberty. A similar prohibition regarding fees at the Statute of Liberty is contained in this measure. It is fitting that no fees be charged for viewing the Statue of Liberty. But like the Statue of Liberty, Mount Rushmore and other major, nationally symbolic facilities should not be tied to viewing fees. Both Mount Rushmore and the Statue of Liberty are internationally recognized as symbols of freedom and democracy.

Neither are meant as a source of revenue, but rather as a tribute to our nation's past and an inspiration for its future. The exemption of admission fees should apply to both of these national monuments.

Mount Rushmore is a monument created by Americans for Americans, to be viewed with pride. The current law prohibits fees to view the monument. It is my hope that we will retain this provision of the law and carry on with the intentions of those who worked so hard to create the Mount Rushmore National Memorial for us. I have included with my statement a letter from the Mount Rushmore National Memorial Society of Black Hills which expresses the Society's opposition to the imposition of entrance fees at the Monument. The Rushmore Society has been dedicated to working for the best interest of Mount Rushmore for 57 years. It was organized in 1930 as a nonprofit organization and worked at the monument with sculptor Gutzon Borglum during the years of construction from 1930 to 1941. The Society has remained an active organization and its commitment of the Mount Rushmore National Memorial is inspirational.

STATEMENT FOR THE HEARING RECORD
SENATOR HOWARD M. METZENBAUM
H.R. 1320/PARK FEES

Mr. Chairman, I appreciate the opportunity to comment on this legislation to broaden authority for the collection of entrance fees at national parks. I am particularly concerned about the effect of any such legislation on urban parks and recreation areas within the National Park System. While I have reluctantly accepted the imposition of fee collection at some parks to supplement NPS appropriations, in order to enhance protection and maintenance of our park system, I do not believe that fees can be efficiently or justifiably collected at many of our large urban parks.

One of the primary purposes in creating this new breed of parks, the urban park, was to bring the National Park System within close reach of our increasingly urbanized society. Whereas most people visit a traditional national park or historical site on a less than regular basis, urban parks are often used on a daily basis by large numbers of people, and used very frequently by many others.

The Cuyahoga Valley National Recreation Area between Akron and Cleveland, Ohio, is a prime example of this sort of urban park. Residents of those metropolitan areas utilize the park for their daily recreational activities. Naturalists, hikers, and joggers alike have a natural outdoor environment close at hand in which they can escape the bustle, overcrowding, and hazards of the city and suburbs. For others, passive enjoyment of the park's beauty and solitude constitutes an important part of their daily lives. Charging an entrance fee for such regular use and enjoyment of the park would surely negate the purpose for which the CVNRA was created.

Further distinguishing this urban park from the more traditional parks, several major thoroughfares traverse CVNRA, used by commuters to reach their jobs and homes. In fact, many businesses and homes exist within the park boundaries, and residents must constantly drive through the park. All these factors, combined with the lack of limited access points, make fee collection not only unfair, but also unfeasible.

It is my hope, Mr. Chairman, that this committee will note the distinction between urban recreation areas, like CVNRA, and other national parks sites when considering which parks should collect entrance fees. I look forward to working with you to resolve this issue. Thank you.

STATEMENT OF SENATOR FRANK H. MURKOWSKI
RE: H.R. 1320, PARK FEES LEGISLATION
HEARING BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS,
RESERVED WATER AND RESOURCE CONSERVATION
MONDAY, APRIL 27, 1987

I AM PLEASED THE COMMITTEE IS BEGINNING ACTION ON PARK FEES LEGISLATION THIS SESSION. HOWEVER, I WANT TO TAKE THIS OPPORTUNITY TO INDICATE A COUPLE OF TROUBLING PROVISIONS AND APPARENT INCONSISTENCIES IN THE BILL BEFORE US TODAY, H.R. 1320.

THIS LEGISLATION REPEALS A BAN ON CHARGING ACCESS FEES ON ALL PARKS ESTABLISHED BY SECTION 203 OF THE ALASKA NATIONAL INTEREST LANDS CONSERVATION ACT. CONGRESS RECOGNIZED AT THE TIME OF PASSAGE OF THE ACT THAT TO CHARGE FEES FOR ENTRANCE TO ALASKA'S PARKS WOULD BE BOTH UNFAIR AND LOGISTICALLY DIFFICULT. ALASKA'S PARKS ARE ENORMOUS AND RANGE FROM OVER 100,000 ACRES TO WELL OVER 8 MILLION ACRES. THERE ARE MANY INHOLDERS AND MINERS IN THE PARKS, AS WELL AS INDIVIDUALS WHO FREQUENTLY TRAVEL IN AND OUT OF THE PARKS FOR SUBSISTENCE PURPOSES. TODAY, THESE SAME CONDITIONS EXIST AND IT WOULD BE AN ADMINISTRATIVE NIGHTMARE TO TRY AND COLLECT FEES IN ALASKA PARKS. I HAVE NOT HEARD ANY REASONS TO REPEAL THE BAN PUT IN BY CONGRESS SEVEN YEARS AGO OR HOW SUCH A REPEAL WOULD ADVANCE THE PURPOSE OF THIS BILL.

AT THE SAME TIME THIS BAN IS BEING REPEALED, NEW ONES ARE BEING ADDED. TWENTY SIX URBAN PARKS ARE EXEMPTED FROM ACCESS

FEES UNDER SECTION 2(A)(4) OF THE BILL. I BELIEVE THIS COMMITTEE SHOULD EVALUATE THIS PROVISION IN LIGHT OF THE OVERALL PURPOSE OF PARK USER FEES -- TO GENERATE REVENUES FOR THE MAINTENANCE AND UPGRADE OF THE NATION'S PARKS. AS A GENERAL PROPOSITION, URBAN PARKS ARE THE MOST HEAVILY USED AND MOST IN NEED OF MAINTENANCE AND UPGRADE FUNDING. EXEMPTING THESE PARKS FROM USER FEES MEANS THAT THE REST OF THE NATION'S PARKS WILL HAVE TO SUBSIDIZE SOME OF THE MORE HEAVILY USED PARKS. IF THIS COMMITTEE IS GOING TO REPEAL SOME BANS AND INSTITUTE OTHERS, WE NEED TO BRING THOSE EFFORTS IN LINE WITH FAIR AND EQUITABLE PRINCIPLES AND I BELIEVE WE SHOULD EVALUATE THIS ISSUE IN THIS HEARING TODAY.

I UNDERSTAND THERE ARE OTHER SENATORS OF THIS COMMITTEE WHO HAVE OR WILL BE INTRODUCING PARK FEES LEGISLATION AND I URGE MY COLLEAGUES TO CONSIDER OTHER PROPOSALS BEFORE MAKING A FINAL DECISION ON THE PARK FEES ISSUE.

Senator BUMPERS. Now with that, our first witness this morning will be William P. Horn, Assistant Secretary for Fish and Wildlife and Parks, Department of the Interior.

Mr. Horn, welcome, and please proceed.

STATEMENT OF WILLIAM P. HORN, ASSISTANT SECRETARY FOR FISH AND WILDLIFE AND PARKS, DEPARTMENT OF THE INTERIOR, ACCOMPANIED BY BILL MOTT, DIRECTOR, NATIONAL PARK SERVICE; AND RICHARD J. RAMBUR, NATIONAL PARK SERVICE

Mr. HORN. Mr. Chairman, good morning.

My name is William Horn, Assistant Secretary of the Interior for Fish and Wildlife and Parks. I am pleased to be here this morning to present the views of the Department, and also pleased to have join me at the witness table Director Bill Mott of the National Park Service. I think between the two of us we are going to try to cover the salient points.

We would strongly recommend the enactment of the administration's proposed legislation which we submitted to the Congress on February 27. We also strongly support H.R. 1320, a similar bill, which passed the U.S. House of Representatives on April 1. That support is predicated on the adoption of some important amendments that I will be discussing.

If the President's budget and our proposed legislation were to be enacted by the Congress, the National Park Service would have the largest operating budget in its history, $715 million in fiscal year 1988. Under our proposal, all fees collected, an estimated $56.3 million in entrance fees and $16 million in user fees, will be used to supplement National Park Service programs.

Specifically, the fees will be used for costs of collection, resource protection, research, interpretation, and related maintenance activities at the collecting park and for resource protection, research, interpretation, and related maintenance at all units of the National Park System.

Under our proposal, first, the freeze on park entrance fees would be repealed, permitting entrance fees to be set in accordance with the statutory criteria in section 4 of the Land and Water Conservation Fund Act of 1965.

Second, single-visit entrance fees would be limited to $10 per vehicle, or $5 per person for entry by means other than a private vehicle. The $10 admits the driver and everyone accompanying the driver for a minimum of seven days. In fiscal year 1988, we have proposed 11 parks for the $10 vehicle charge, 15 parks for a $5 per vehicle charge, and at 130 parks, the charge would be $3 or less, with most charging only $1.

I think it is important to note that no entrance fees would be charged at 182 units of the National Park System. We have proposed that the Golden Eagle Passport be increased to $40 from its present level of $25, and park-specific annual passes would be offered at not more than $25, which would buy the visitor unlimited access for a year to the park covered by that specific pass.

Next, the Golden Age Passport, now issued free of charge to senior citizens, would cost a one-time fee of $10.

Lastly, volunteers and contractors would be authorized to collect fees, freeing Park Rangers to provide more and better interpretative services directly to the park visitors. Let me just add that under the proposal we have put forward all fees would be guaranteed to be used for park operation purposes, would be deposited in an account and be made available to the Service not subject to appropriation.

Now, while H.R. 1320 deals somewhat differently with these fees, I think that the differences are a matter of degree. I think it is most important to note that there are strong similarities among the continuing resolution which give us the 1-year fee authority we are presently operating under, the administration proposal, and H.R. 1320.

First, in all three I see a consensus in favor of users assuming a greater share of the costs of enhanced park operational programs, and note that is our measure were to become law, fees would constitute approximately 10 to 11 percent of park operating budgets. This would be roughly the share that they contributed in the early 1970's when the freezes were imposed.

Second, there appears to be broad agreement that the emphasis should be on our priorities which include interpretation, research, resource protection, and maintenance related to resource protection.

Third, there is agreement that park entrance fees should be increased in reasonable amounts with 100 percent of those monies being used for park operations.

These principles are the foundation of our proposals, and I think if we can agree on them as the basis of broad policy, I think the differences among the different approaches, the Continuing Resolution approach, our measure, and the House-pased bill, can be readily resolved.

As I noted, we are seeking or suggesting that a series of amendments be made to H.R. 1320, which we think would correct some of the minor problems we see. Let me detail them very briefly.

First would be to eliminate the prohibition on new entrance fees of parks in urbanized areas. Our proposal would exempt urban areas providing significant outdoor recreation opportunities, and where there are multiple access points. Our purposes was twofold:

To recognize congressional intent that urban recreation areas provide open space for city residents; and to recognize the management difficulty in charging admission fees where there are multiple public access points.

These urban recreation areas are not the same as the parks in the "urbanized" definition cited in H.R. 1320, which would cover a far broader category that we think is appropriate, with a resultant decrease in fee receipts. The definition of "urbanized area" in the House measure would eliminate 26 parks from entrance fee collection. This would result in a loss of approximately $8.4 million in annual revenue.

Let me add that in addition to the overall revenue reduction, these parks that would be denied the opportunity to charge an entrance fee would, in and of themselves, be harmed. For example, in our agreeing to postpone the charging of entrance fees this year at Independence National Historical Park, the result is that park will

receive $326,000 less in the present fiscal year for operational purposes than it would have received if it had remained a fee-collecting park.

I think that every one of the 26 parks affected by the House measure would be similarly adversely affected.

In addition, Congress has set forth the criteria for charging fees in the Land and Water Conservation Fund Act. We think that those objective criteria should be followed, and we should try to avoid establishing broader or newer categories of exemptions.

A second area of change we think is more than appropriate would be to increase the statutory caps on the amounts that can be charged for entrance fees. H.R. 1320 would set maximum fee amounts for a single visit at all but three parks of $5 per vehicle, or $3 per person; whereas, we propose $10 per vehicle, or $5 per person as a maximum.

When one compares the recreational experience in the parks of $10 per family per week in the context of a private-sector recreational opportunity of more than $20 per family of three to see a ballgame, or more than $10 per family of three to see a 90-minute movie, we conclude that our proposed high of $10 per vehicle for each of 11 destination parks is reasonable.

I think it is also important to note here that the impact of exemptions and lower fees obviously means less dollars to supplement park operating programs and impinges on our ability to deliver first-class services to the citizens.

The $5 per vehicle maximum under H.R. 1320 would result in a loss of approximately $5.4 million per year. The $25 Golden Eagle, as opposed to our proposal of $40, would result in a loss of $1 million per year. And the absence of our recommended one-time charge of $10 for the Golden Age Passport would result in a loss of $1.9 million. If you start adding those figures up with the urbanized exemptions and the factors I just cited, you are looking at a substantial loss of revenue under H.R. 1320 when one compares our proposal to that passed by the House.

A third important area would be to provide some additional flexibility to the Park Service in distributing fee receipts—and this is a topic that the Director will discuss in some more detail.

The last point I would like to make is that we would also recommend that action on extending the Land and Water Conservation Fund be handled separately. We are pleased to note the committee has scheduled hearings on that in mid-May, and we think that that topic is of sufficient importance that it should be addressed on its own merits and not become part of a Park Service entrance fee legislative proposal.

That concludes my remarks, Mr. Chairman. I would like to ask Director Mott to touch on a couple of points that I think are important to him, and then we would be pleased to answer any questions you may have.

[The prepared statement of Mr. Horn follows:]

STATEMENT OF WILLIAM P. HORN, ASSISTANT SECRETARY FOR FISH AND WILDLIFE AND PARKS, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS, SENATE COMMITTEE ON ENERGY, AND NATURAL RESOURCES, CONCERNING LEGISLATION RELATING TO NATIONAL PARK ENTRANCE FEES.

APRIL 27, 1987

Mr. Chairman, I appreciate the opportunity to provide your Subcommittee with the views of the Department of the Interior on legislation to implement the President's budget regarding the National Park Service fee program.

We strongly recommend the enactment of the Administration's proposed legislation which we submitted to the Congress on February 27. We also strongly support H.R. 1320, a similar bill, which passed the House of Representatives on April 1, with certain key amendments.

Mr. Chairman, if the President's budget and our proposed legislation were enacted by the Congress, the National Park Service would have the largest operating budget in its history--$715 million. Under the Administration's proposal, all fees collected--an estimated $58.3 million in entrance fees and $16 million in user fees--will be used to supplement Park Service programs. Specifically, the fees will be used for costs of collection, resource protection, research, interpretation, and related maintenance activities at the collecting park, and for

resource protection, research, interpretation, and related maintenance at all units of the National Park System. Under the Administration's proposal, receipts from fees would comprise approximately 10 percent of available Park Service operating funds, as compared to 3 percent in fiscal year 1986 and 8 percent under the temporary authority provided for fiscal year 1987 under the Continuing Resolution, Public Law 99-591.

The fees we propose are reasonable, they are needed, and they represent a responsible way to provide a high degree of interpretation, research, and resources protection at the parks in times of fiscal austerity.

Under our proposal:

--The freeze on park entrance fees would be repealed, permitting entrance fees to be set administratively in accordance with the criteria in section 4 of the Land and Water Conservation Fund Act of 1965.

--Single-visit entrance fees would be limited to $10 per vehicle or $5 per person, where entry is by means other than private vehicle. The $10 admits the driver and everyone accompanying the driver for a minimum of seven days. In fiscal year 1988, we are proposing 11 parks for the $10 vehicle charge, 15 parks for a $5 per vehicle charge, and

at 130 parks the charge would be $3 or less, with most charging only $1.

--No entrance fees would be charged at 182 parks.

--The Golden Eagle Passport would be increased to $40, and park-specific annual passes will be offered at not more than $25.

--The Golden Age Passport, now issued free of charge, would cost a one-time fee of $10.

--Volunteers and contractors would be authorized to collect fees, freeing park rangers to provide more and better interpretive services directly to the park visitor.

--For 10 years all entrance and user fees will be available, without further appropriation, for specific Park Service operational needs.

Under the Continuing Resolution, fees are deposited in the General Fund of the Treasury to repay an appropriation of $54 million. Before that, the fees were deposited in the Land and Water Conservation Fund, where they were subject to appropriation for Federal land acquisition and matching grants to States. Under our proposal, all fees would be guaranteed to be used for park operation purposes.

Mr. Chairman, H.R. 1320 deals somewhat differently with park fees. While we acknowledge that there are differences in degrees, I believe it is important first to point out the similarities among the Continuing Resolution, our proposal, and H.R. 1320:

--First, in the Continuing Resolution, in H.R. 1320, and in the Administration's bill, I see a consensus in favor of users assuming a greater share of the cost of enhanced park operational programs;

--second, there appears to be broad agreement that the emphasis should be on our priorities, which include interpretation, research, resource protection, and maintenance related to resource protection; and

--third, there is agreement that park entrance fees should be increased in reasonable amounts, with 100 percent of the fees being used for park operations.

These principles are the foundation of our proposal, Mr.Chairman, and if we can agree on them as a basis for broad policy, I believe the differences between our bill and the measure passed by the House of Representatives can be easily resolved.

Specifically, we recommend the following amendments to H.R. 1320:

1. Eliminate the prohibition on new entrance fees at parks in urbanized areas.

We are sensitive to concerns that entrance to some units of the National Park System should be free. Our proposal would exempt urban areas providing significant outdoor recreation opportunities and where there are multiple access points. Our purpose was twofold: to recognize Congressional intent that the urban recreation areas provide open space for city residents; and to recognize the management difficulty in charging admission fees where there are multiple public access points. These urban recreation areas are not the same as the parks in "urbanized" areas cited in H.R. 1320, which would cover a far broader category than we intend, with a resultant decrease in fee receipts. The definition of "urbanized area" in that bill would eliminate 26 parks from entrance fee collection. This would result in a loss of approximately $8.4 million. It would also deprive these 26 parks of the supplemental funds that would be generated by the new fees.

We believe strongly that exemptions should not be granted on the basis that one site is thought to be more important than another. The Congress has set forth criteria for charging fees in the Land and Water Conservation Fund Act, and they should be

followed. Management considerations, services provided, the cost of operating the area, comparability, and other factors are all required to be considered under the Act. In general we believe that where it is feasible to do so, a reasonable entrance fee should be charged.

2. Increase the statutory caps on the amounts that can be charged.

H.R. 1320 would set maximum fee amounts for a single visit at all but three parks of $5 per vehicle or $3 per person, whereas we propose $10 per vehicle or $5 per person as a maximum. When one compares the recreational experience in the parks at $10 per family for a week in the context of a private sector recreational opportunity of more than $20 per family of three to see a ballgame or more than $10 per family of three to see a movie, we conclude that our proposed high of $10 per vehicle for each of 11 parks is reasonable. We must always consider that exemptions and lower fees will mean fewer dollars to supplement park operating programs which continue to experience increased use and demand. Also, the collecting parks themselves would be deprived of a larger share of the income from fees, if the fees are lowered.

The $5 per vehicle maximum under H.R. 1320 will result in a loss of approximately $5.4 million per year. The $25 Golden Eagle in H.R. 1320 will result in a loss of $1 million, compared to the

Administration's recommended $40. The absence of our recommended one-time charge of $10 for the Golden Age Passport will result in a loss of $1.9 million.

3. Provide flexibility in distributing fee receipts.

Other provisions in H.R. 1320 propose a rigid statutory distribution formula among individual parks for 100 percent of the fee receipts.

Mr. Chairman, the parks that are favorably positioned to collect a large amount of revenue are often not the areas with the greatest need for additional budgetary resources. We believe that fee receipts should be used to fund certain Servicewide programs, such as the creation of interpretive materials and other park support services that are coordinated from regional and other headquarters offices, at certain minimum levels, with the remainder being available for in-park needs. A statutory formula such as is contained in H.R. 1320, which requires 100 percent of fee receipts to be given directly to the parks, is inconsistent with this concept. We ask the Committee to give us the discretion to fund some park support services out of these supplemental fees and to permit some distribution to parks based on need.

4. Make fee receipts independent of the appropriation process.

Under H.R. 1320, the receipts collected will be subject to the appropriation process, whereas the Administration has proposed that these monies be available without further appropriation. We believe that making the fees subject to appropriation will enhance the potential to use fees as offsets to cuts in the budget. The Administration is opposed to such offsets. We strongly recommend that these receipts be available to the National Park Service directly without appropriation, to enhance the resources that basically generate the receipts. Congress has done this with regard to receipts from park housing, from interpretive demonstrations, from historic preservation leases, and most recently in the Continuing Resolution with regard to funds received as reimbursement for providing services at Jefferson National Expansion Memorial. In addition, problems with Gramm-Rudman targets, stopgap funding resolutions, and other matters attendent to the budget and appropriation process are avoided if we make fee receipts directly available to the National Park Service.

5. Defer action on extending the Land and Water Conversation Fund.

Under H.R. 1320 the authorization to appropriate $900 million to the Fund is extended from 1989 to 2015. We are reviewing this issue and we recommend that your Committee defer action on this provision. We will be making substantive positive recommendations on the Fund extension issue at a later time.

I have also attached to my statement some technical amendments to H.R. 1320, which we offer for the Committee's consideration.

This concludes my prepared remarks, Mr. Chairman. I would be pleased to respond to any questions you may have.

RECOMMENDED TECHNICAL AMENDMENTS TO H.R. 1320

1. On page 4, line 12, strike out "16 years of age or less" and insert in lieu thereof "under 16 years of age".

Explanation: Provides free admission to anyone under the age of 16, which was National Park Service regulation prior to Continuing Resolution (P.L. 99-591), and which conforms to entry fee provisions for national wildlife refuges. The printed bill provides free admission not only to those under 16, but to 16-year-olds as well

2. On page 8, line 9, strike "shall" and insert "may".

Explanation: The printed bill directs the Secretary to require a surety bond for volunteers who collect fees. Bonding companies may not provide such coverage in all cases or, if they do provide it, they may charge such a high fee for such coverage that it would not be prudent to require the coverage. The amendment permits Secretarial discretion in requiring a bond.

3. On page 8, after the period in line 20, insert the following:

"In addition to the foregoing, the head of the collecting agency may authorize persons who have contracted with such agency to provide transportation, lodging, food, fuel, or any other goods or services for visitors, to collect recreation

fees established pursuant to this section at the area where such goods or services are provided, and in such case the full amount of the fee collected shall be promptly remitted to the agency."

Explanation: Permits concessionnaires to collect recreation fees, and requires them to promptly remit the entire amount collected to the agency.

4. On page 12, line 5, strike out "section 4(1)(B)" and insert "section 4(i)".

Explanation: Editorial; corrects reference to that subsection of the Land and Water Conservation Fund Act of 1965, as amended by H.R. 1320, which establishes a special account for each collecting agency (see page 5, beginning at line 21).

STATEMENT OF BILL MOTT, DIRECTOR, NATIONAL PARK SERVICE

Mr. MOTT. Mr. Chairman, I would like to comment on the Golden Age Pass. My experience and my discussions around the country with senior citizen groups is that they are willing to participate in this program. We make campgrounds available to the senior citizens at half-price. The charge of $10 for a senior citizen pass that is good for a lifetime seems like a very small amount of money to help defray some of the costs of maintaining the campgrounds and to provide to the interpretation which these senior citizens enjoy.

I think that that is a very reasonable charge, and I think that there is a feeling amongst the senior citizens that this is some way that they can participate in helping the National Park Service to maintain the quality of the campgrounds that they use.

Secondly, I would like to point out that at Cape Canaveral, for example, from January 1 to April 20 in 1986, we had 21,000 felony losses at that park. Now that we have established an entrance kiosk and a fee charged there, the felony cost for the same period of time in 1987 dropped to $2,369. I think that is true throughout the system, as I have discussed this with various superintendents.

Where we are charging a fee, the felony costs have gone down, and we are finding that the people are not littering the park as much as they did in the past. We think that that is another value that we receive in connection with this whole program. It seems to have a psychological effect on people that when they go through an entrance kiosk and know that there is going to be somebody there when they come back out again, there is less vandalism, less littering of the parks, and a much better attitude with regard to the use of the facilities.

Also, I would like to mention that we do need some flexibility in distribution of the fees. We agree that the maximum amount should go to those parks that collect the fees, but we also feel that those who do not collect fees ought to also be a part of this distribution of the fee money throughout the entire system.

But one of the things that we feel is that to fix the formula makes it impossible for us to have the flexibility to distribute this money as we proceed each year, to determine where the maximum problems are with regard to research, interpretation, and resource management. We think some flexibility would make it possible for us to do a better job of distributing this money.

Normally under the present situation, approximately 50 percent of the money goes to those parks that directly collect the money, and then the other 50 percent is distributed amongst all of the parks, including those who collect the money. So that if we had some flexibility we can readjust these figures as we see the need during the year.

We are finding for instance at the Statue of Liberty where there has been some discussion about charging there, the charge is $1. We are finding that there are no complaints about that dollar charge, and many of the people say that they should be paying $2 because they feel it is worth it to maintain the quality of that particular facility.

I might say that we have not received at the National Park Service any written request for elimination of fees in our various units of the National Park System. So I feel that it has been a very successful program.

Those areas where there has been some consideration about the fees have been primarily local people who have been traveling through the parks, and we have readjusted those to eliminate that problem. I think most of the criticisms along those lines have now been taken care of as we have proceeded to develop our schedules and our fee program a little more effectively.

Senator BUMPERS. Thank you very much, Mr. Mott, and Mr. Horn. First, Mr. Horn, for the record I would like to ask you to provide for the record for this subcommittee and for the full committee the following information: the entrance fees charged as of September 30, 1986; two, the entrance fees charged after that date and pursuant to the continuing resolution; three, the entrance fee that would be imposed under the Administration's proposal, and the fees that would be imposed under the House-passed bill. And, if you can, in that same submission tell us in those instances where a fee will not be charged where you deem it not economically feasible, or because of multiple access points, or for any other reason including being located in an urban area, give us the rationale for why the fee should not be included, why there should be no fee in those instances.

Give us a list—this is the third request now; it is separate—give us a list of the Parks which, as the Administration says, "provides significant outdoor recreation opportunities in an urban environment and to which access is publicly available at multiple locations."[1]

I will come back to this in just a moment, but I want to talk a little bit about this exemption for urban Parks. Just on the face of it I have some concern about that. As a matter of fact, I have an objection because, for example, in Fort Smith where the Park Service has done a magnificent job there, we have added some land, and that is really becoming a heavily visited area compared to what it used to be, and I do not see any reason why frankly—and that is in my home State, 20 miles from my hometown—I do not see any reason why people should not pay a fee to get into that historic site there, and I think they would be happy to do it.

Yet, under the legislation dealing with an urbanized area, they would not be permitted to charge a fee. Now under the administration's proposal, you would collect $73 million in user fees in 1988. Is that correct?

Mr. Horn: It would be $74.3 million combined entrance fees and user fees.

Senator BUMPER. That is for both?

Mr. HORN. Yes.

Senator BUMPERS. Total fees. And you are planning to spend that much in fiscal year 1988?

Mr. HORN. Yes. The proposal we have submitted would be to add that to the $646 million base operating amount that we have re-

[1] Responses appear in Appendix I.

quested for appropriation to give us a total of $715 million, which would be the total Park Service operating budget for fiscal year 1988.

Senator BUMPERS. The House-passed bill says that you can collect the fee in one year and spend it in the next. Is that not a better approach?

Mr. HORN. Probably. I think that it is something that we are obviously prepared to work with Congress on. I think it makes things administratively easier. The difficulty it does pose is that it would require—it gives us two options. One is that, let us say, in fiscal year 1988 we put the new fee program in place. We either get up to the $700 million level through an additional appropriated amount, or we obviously tighten our belt through fiscal year 1988 until the 1988 fees become available to us in fiscal year 1989.

Our proposal basically gets us over both the operating hump and the budget hump by trying to make those dollars available as soon as they were collected. I think management prudence is spending the money a year later is probably a better, more accurate way to go, but it does pose a appropriations problem for us.

Senator BUMPERS. I think you are going to run into a little bit of a hornet's nest in Congress about your proposal—I am not sure yet—not to appropriate these funds. In that light, could you furnish the subcommittee with, No. 1, how you arrived at, was it $73.4 million?

Mr. HORN. $74.3 million.

Senator BUMPERS. $74.3 millon, how you arrived at that on a park-by-park basis. I assume you have a projection in each facility for how much you are going to collect?

Mr. HORN. Yes, sir.

Senator BUMPERS. And secondly I would like, since you want the authority to spend this money however you want to, surely you will not mind cluing us in on just how you plan to spend the money?

Mr. HORN. Well, I think that is something we would be glad to provide.[1]

Mr. HORN. Let me add that I think the rationale for making these collars not subject to the appropriations process was to try to ensure that we did get into the offset game. I think it is a strong matter of policy, and the Secretary has made this clear from the outset. These dollars, collected through increased fees, are to be supplemental.

We are not supposed to collect these and then take a whack out of our operating budget, so we have to charge fees to basically stay in place. I just wanted to eliminate the temptation from another division of the administration to ever try to lay its hands on these dollars. We thought that if they were not subject to appropriation, we could more safely and assuredly guarantee that they would be supplemental in nature.

Senator BUMPERS. What is the administration's policy with regard to charging an entrance fee at parks that are only accessible by water or some other means that requires a concessioner? I

[1] Response appears in Appendix I.

think, for example, the Statue of Liberty. Do you not have a concessioner that actually has to take people out to the Statue?

Mr. HORN. Yes, sir.

Senator BUMPERS. So are there other instances where access is by water?

Mr. MOTT. Isle Royale would be another example, and Fort Sumter would be an example of where people have to go on a boat to get to the unit. In these cases, we would look at the problem of collection and how best to handle it. We have not had a problem at the Statue of Liberty in connection with that program.

We think that at Isle Royale, because of the limited number of people using the particular park and the charge to get there by boat, we may have to make an adjustment in connection with that.

Senator BUMPERS. I do not think even the Bradley proposal proposes to do away with that, does it? The concessioner would continue to charge whatever he has been.

Mr. MOTT. Alcatraz would be another example of where they go there by boat. The question is how best to collect that fee. People do not seem to object to it; it is just a question of how to do it.

Senator BUMPERS. How about caves? How many national monuments, or sites, or parks do we have involved in entrance into caves?

Mr. MOTT. Well, we have the Mammoth Cave, of course, and the large one in Carlsbad. In those instances——

Senator BUMPERS. Blanchard Springs in my State, is that administered by the Forest Service? Or is that run by the Park Service? I ought to know, but I am sorry I do not. It is run by the Forest Service? Okay.

But in any event, was Carlsbad, for example, on the list? I did not notice that. Is it on the list?

Mr. HORN. It is a user fee, not an entrance fee.

Senator BUMPERS. You consider that a "user fee"? Somebody said, "for riding the elevator"?

Mr. RAMBUR. We call it a user fee because actually it gives us a little more flexibility in charging. Under our entrance fee proposal, we have three classes we put the parks in—the $10, $5, and $3 per vehicle.

The cave tour is a little different situation because we have multiple cave tours at a particular area. So we might have a 3-hour tour for $5 per person, and a 1-hour tour for $1 per person. So it gave us more flexibility under the user fee category.

Senator BUMPERS. So that was just to give you some flexibility in the fee charges? Is that it?

Mr. RAMBUR. That is correct.

Senator BUMPERS. In 1981, you collected $6.7 million in use fees. That is 1981. Then this administration raised those fees in 1982, and some $10 million in fees were collected that year. That was a 33-percent increase—well, it would have really been a 50-percent increase over what they had been collecting.

The level of user fees remains constant over the next few years, averaging about $12 million, and now I see you are proposing to collect $16 million in 1988. That is another 33-percent increase. That is going to be total of 139-percent increase in user fees since 1981.

Is that not pretty stout?

Mr. HORN. Obviously, not having been a party to some of the increases, I do not know, but I think that in terms of the response from the public that we are not seeing any dropoff or diminution in demand for services——

Senator BUMPERS. Mr. Horn, let me just interrupt to say I do not consider that a legitimate excuse, to say that there is no dropoff. That is like going to the doctor. There is no dropoff in people going to the doctor even though health care goes up about 100 percent about every 5 to 10 years.

It is not quite the same. People have to do that, but still, I would hate to say that we are going to raise fees until the attendance begins to decline. That is not what the park system ought to be about.

Mr. HORN. I would agree with you 100 percent. I think most of the fees through the 1970's were basically held largely in place and not keeping up with inflation and an increased cost of doing business. I think that the point I am trying to make is, notwithstanding and increase, and notwithstanding some of these increases, we have not seen any lack of willingness on the public's part to pay. It has not been reflected in any adverse effect. In other words, it is not turning people away.

Of course, I think that under our type of proposal one of the interesting features is notwithstanding these increases in that period of time, that money was going to the Land and Water Conservation Fund and was not being made available to the parks for operational purposes.

I think here that we can tell the public quite clearly that every dollar that you spend as an entrance fee or a user fee is going to be returned to the park system. In many cases, a significant sum is going to be returned to the park where you are paying the fee for enhanced operations, right there. So people are going to be getting something for their dollars, which I think for the last few years has not been the case with both entrance and user fees.

Mr. MOTT. Mr. Chairman, the amount of increase that we are showing in user fees actually is better collection rather than increasing the fees. We have made only minor adjustments in the user fees. The increase is because we are being much more efficient in the collection of those fees under this new program and simply because when the money comes to the National Park Service people are more inclined to be more careful about collecting and making sure that they do collect.

The same has been true in connection with the entrance fees. At Yosemite, for example, we did not start collecting until around 10 a.m., and then at 4 p.m. we stopped collecting. Now the money is coming to the parks there at 7 a.m. until 7 p.m., which increases the amount of money that is collected without actually increasing the fee.

Senator BUMPERS. That is very interesting. I never knew that. What was the rationale for that in the first place?

Mr. MOTT. Well, I suspect that when the money goes into the Treasury and does not benefit the park, there is not as much attention to this as there is when the money comes to the park.

Senator BUMPERS. Capitalism at work in the Park Service, right?

Mr. MOTT. Right.

Senator WALLOP. If you will, that was one of the reasons why we are talking both about increasing the fee and directing the money to the park, because if you are a park superintendent and you have a relatively limited budget and you have a great deal of operational demand, you are going to take rangers out of sitting in collection booths and put them into trail maintenance or into interpretive things, trying to balance the use of available things.

Once you begin to conceptually make enough money to make a difference within that park, that is one of the reasons why I am so supportive of this Major Smith going to the Department of Collection. You begin to find reasons both for summer help and other people to man those booths.

Senator BUMPERS. Mr. Mott, why do you prohibit Park Service personnel asking people how they feel about these fees or how they feel about increased fees? Is there some prohibition, administrative prohibition against that? Somebody is going to testify later to that effect.

Mr. MOTT. My understanding is that there has been some prohibition on asking questions of this kind by the Office of Budget and Management.

We are, though, looking into this to find out if we cannot find a little more information. As you probably know, one of the things that we are doing is setting up a special section now in the National Park Service on Social Science so that we can begin to understand a little bit more about the public, the choosing of parks, why they are using it, where they are coming from and all of that information and also why people are not coming to certain areas and getting that information together so that we can better make a decision on some of these matters.

Senator BUMPERS. I would be reluctant to have a ranger standing here filling out a questionnaire or somebody at the gate saying let me ask you these questions before you go in, but I see nothing at all wrong with asking people maybe to fill out a little questionnaire and drop it in the box as they leave the park or something like that. I think it might be instructive. I think you might find some interesting information from it.

Mr. MOTT. I think that would be very helpful in doing a lot of our work. For instance, at Rocky Mountain we are beginning to realize that the attendance at Rocky Mountain is basically coming from the Denver metropolitan center and they are not coming from 500 miles away, as we thought they were several years ago. This means changing our whole interpretive program and the displays because we have this day-use concept rather than a destination.

Senator BUMPERS. Mr. Mott, I will give you my 60-second speech here that I have made 1,000 times in my State, particularly when I ran for Governor the first time. I decided that was a perfectly legitimate political issue. After I visited about three of our State parks during the campaign and I was strutting around with about 2 percent of the vote at that time, I decided that we did not have a State park in my State that I could recommend to a friend that he spend a day, let alone a night, in. So I began to talk about that.

To make a long story short, the first year I was governor we appropriated more money for our State park system than had been

collectively appropriated in the entire history of the park system. The way we were able to get that done was I pointed out that this was for our people. If people from out of State want to come and drop some money with us, that is fine. They are welcome. We are glad to have them, but we are really doing this for people who cannot go to Yosemite and Yellowstone for a vacation but who can spend a weekend within easy driving distance of their home.

The people like that, and we have an excellent park system now. It has been sort of a source of pride for us. We are keeping the parks up. We continue to appropriate money to improve them and so on, but people bought that idea. That is interesting that that is happening at Rocky Mountain.

To get on with this, let me ask one other question. Are these figures you are giving me on how much you are going to collect, is that a net figure after the increased cost of collecting?

Apparently, if you are going to put in fee schedules and parks have never had them before, you are going to have to add personnel to collect the fee. Now, are you giving me net figures of $74.3 million?

Mr. HORN. That is the gross number. I think the collection cost of approximately $16 million is estimated to be the total cost of collecting the $74 million gross. So we would back that out, which would give us a net of about $58 million as the net supplemental.

Senator BUMPERS. Compared to what today?

Mr. HORN. $11.6 million in collection costs.

Senator BUMPERS. So you are still going to come out with $47 million?

Mr. HORN. $74 million minus the $11.6 million.

Senator BUMPERS. That is a net increase of——

Mr. HORN. $63 million.

Senator BUMPERS. I thought you said $58 million?

Mr. HORN. No. The gross number is $74 million, and the cost of collection is $11 million. I misspoke. I thought the cost of collection was $16 million.

Senator BUMPERS. So you are going to net $63 million?

Mr. HORN. Yes.

Senator BUMPERS. But you say you are presently collecting how much?

Mr. HORN. Before the continuing resolution program went into place, we were collecting about $21 million total.

Senator BUMPERS. $21 million, you say?

Mr. HORN. Yes. $21 was the precontinuing resolution program.

Senator BUMPERS. My point is, then, all of this will net the Park Service an additional $42 million above what they are getting right now or were getting before the CR.

Mr. HORN. It is even more than that because the $21 million that we were collecting previously all went to the Land and Water Conservation Fund and none of it returned directly to the Park Service for operations.

Senator BUMPERS. Well, I would not count that money yet. I think the Land and Water Conservation Fund is likely to be around for awhile.

How about high school groups? For example, in Fort Smith, which is an historic site, there are an awful lot of school kids that

visit there. Have you taken into consideration special rates for historical groups, high school groups or other groups?

Mr. MOTT. High school groups at any unit of the system would be permitted to come in free.

Senator BUMPERS. You are going to permit high school groups to go into any park free?

Mr. MOTT. That is correct.

Senator BUMPERS. Does that include Grand Canyon and Yosemite?

Mr. MOTT. If they come as a school group and they make their reservation in advance, they come in free. It is part of our educational program.

Senator BUMPERS. Now on the Golden Access, you stated that you pick up $1.9 million if you go with a $10 fee for Golden Access. For the record, that is for people over 62, correct?

Mr. MOTT. Correct. The campground fee is half of whatever the campground fee is or the user fee.

Senator BUMPERS. The user fee would be half. Golden Access would be $10.

Mr. MOTT. That is right. Now it is free.

Senator BUMPERS. Well, I do not know how I feel about that.

Mr. MOTT. I had mixed emotions on this, but when I had gone to the campgrounds——

Senator BUMPERS. I am soon going to be 62, and I am kind of upset about that. [Laughter.]

Mr. MOTT. Seeing the people with their trailers and camper cars that cost $30,000 and $40,000 and $50,000, I decided that $10 was not out of line. I talked to many of the groups, and they say that they feel that that is very reasonable.

Senator WALLOP. That is a one-time lifetime charge.

Mr. MOTT. That is a lifetime pass for $10, and campground fees are half price.

Senator BUMPERS. You know, the question that arises is not the propriety of it or whether they are willing to pay or not. I just have some question about is it worth it? Is it really worth it to us to collect $1.9 million in order to charge all the seniors of this country something to go into the parks.

I have no big hangup about it, and I find that seniors who are going to go to the park, it is like a hunting and fishing license. They love that, but if they had to pay for it, they would.

The question is is it worth it to discommode 35 million people in this country who might want to go to a park for no more revenue than that.

Senator Wallop, just one or two more questions, and I will defer to you.

I want to make one other point, and that is I want to look at this whole idea of exempting urban parks. For example, you have heard me say before, Mr. Mott, Hot Springs National Park is a city as well as a park. It would be absolutely impossible to collect a fee to go into Hot Springs National Park. Perhaps there are others that are similarly situated and not quite as dramatic as that.

If there is an urban park that we are maintaining at some cost, I do not understand the rationale for saying that there will be no fee simply because you live in a city of over 50,000 people.

Mr. HORN. Mr. Chairman, I think we agree with you very much on that point. We have tried to use two primary approaches in figuring out where fees should be charged: One, the statutory criteria that exists in the Land and Water Conservation Fund Act; and secondly, a simple rule of thumb of management efficiency. Is the park laid out in such a fashion that it is just not efficacious to try to collect a fee? You have so many people covering so many access points that the cost of collection would exceed the returns, and that obviously makes no sense.

When you add those two factors together, it struck us that in some of these major urban recreation areas such as Golden Gate and Gateway it just does not make good sense and it would be very, very difficult.

Senator BUMPERS. I can understand those particular parks that you just mentioned, but I want to go over the list of urban parks and just make an independent judgment as to whether it is feasible to collect a fee in those places or not.

Mr. HORN. We think most of the 26 that are impacted adversely by H.R. 1320 are on the list, at least they are on our list for prospective collective because they did meet the LWCF criteria. We could collect a fee, we thought, in an efficient fashion.

As I indicated, taking them off the list, barring them from collecting a fee, coupled with the distribution formula, will cost those parks some considerable sums of dollars. I indicated the $326,000 that Independence will lose out of its budget this year because it is now of the list. We think each of these 26 units could benefit substantially from being able to charge a reasonable fee.

Senator BUMPERS. As I look down this list of 26 parks that would be kicked off the list, if we just park carte blanche language in there that urban parks will not be allowed to collect a fee, I see Fort Smith. As I pointed out, I am certainly not humping to charge fees in a park in my state.

By the same token, there is no real good reason. Because it is in a city of 80,000 to 100,000 people, there is no good reason not to charge a fee there. We are very proud of that site, and we want it maintained. As long as these fees are going to go back to maintaining that particular park, at least half of the fees go back to maintaining that park, nobody will squawk.

Mr. HORN. We agree with you 100 percent.

Senator BUMPERS. So I want to go through the list just on that basis.

Senator Wallop.

Senator WALLOP. Mr. Chairman, One, let me thank you for holding the hearing. Two, let me ask that my statement be inserted in the record.

Senator BUMPERS. Without objection.

[The prepared statement of Senator Wallop follows:]

Statement of Malcolm Wallop

A Senator from the State of Wyoming

Before the Subcommittee on Public Lands, National Parks and Forests

Hearing on H.R. 1320 - April 27, 1987

Mr. Chairman, Senator McClure and I introduced a bill which is similar to one which was reported unanimously by the Committee on Energy and Natural Resources and passed the Senate by unanimous consent in the 99th Congress. The bill is similar to S. 2204, as reported, and passed in the Senate during the 99th Congress by the Committee on Energy and Natural Resources. It would authorize new fees and increases in existing fees for admission into units of the National Park System. Funds collected from entrance fees along with recreation user fees are made available in specific ways without further appropriation to the National Park Service for certain park purposes.

Section 4(a) of the Land and Water Conservation Fund Act of 1965 authorizes the assessment of entrance fees at federally owned, operated, and maintained recreational areas. An entrance fee is a charge for entering designated national parks, monuments, recreational areas, seashores, historic and memorial parks, and sites administered by the National Park Service or Recreational Areas administered by the Forest Service. Entrance fees may be assessed on a single-visit basis or an annual basis through the purchase of the Golden Eagle Passport. The law limits the Park Service's ability to charge entrance fees at "designated units" within its system. Under Park Service regulations, a site can be classified as a designated unit if: (1) the area is a unit of the National Park System; (2) the area

is administered primarily for scenic, scientific, historical, cultural, or recreational purposes; (3) the area has recreational facilities or services provided at Federal expense; and (4) the nature of the area is such that entrance fee collection is administratively and economically practical.

In October 1979, Public Law 96-87 was enacted which froze all entrance fees at the January 1, 1979 level. Since fees had not been increased in most parks since 1972, fees were affectively frozen at levels originally established in 1972. These levels totaled no more than $1.50 for a walk-in type entrance to no more than $3 for a vehicular entrance fee. The charge for a Golden Eagle Passport is established by law at $10. Golden Age Passports and so-called Golden Access Passports continue to be issued without a fee. As of March 1986, the National Park Service charged entrance fees at 59 of its 337 units.

Our bill repeals the freeze on entrance fees for units of the National Park System, permitting fees to be set administratively by the Secretary of the Interior in accordance with the criteria in section 4 of the Land and Water Conservation Fund Act of 1965. The bill caps entrance fees at $3 for walk-in type units and $5 for most vehicular access parks, and $10 per vehicle at major parks.

Our bill increases the charge for a Golden Eagle Passport from a fee of $10 per year to $25. An annual admission permit fee of $15 for specific park areas would be made available for those who visit only one or two parks in their immediate vicinity. The Golden Age Passport, now issued free of charge,

would cost a one time fee of $10. The legislation exempts urban recreation areas to which access is publicly available at multiple locations from being designated as entrance fee units.

With only a few exceptions, entrance and recreational user fees now collected at National Park system units are deposited into general receipts of the Treasury. The bill makes available, without further appropriation, all entrance and user fees collected by the National Park Service for certain specified purposes in the National Park System.

The bill authorizes the use of volunteers to collect entry and user fees and authorizes the collecting agency to pay any surety bond. The legislation also repeals a 1979 provision which prohibits the Secretary from charging for transportation systems at Denali National Park, Alaska and prohibits the Secretary from charging an entrance fee at the USS Arizona Memorial and the Statue of Liberty.

The present fee system is authorized for one visitor year by the provisions in H.J.Res. 738, Public Law 99-591, the FY87 Continuing Resolution. A limit of $5 per vehicle was established for a single visit entrance fee to a unit of the National Park System. All revenues from entrance and user fee receipts go to the general fund of the treasury and a direct appropriation of $15 million dollars was given to the National Park Service as an advance distribution of fees to be collected. The $15 million figure does not represent an estimate of FY87 fee collection. The $15 million was given up front to the National Park Service in a 50-50 formula distribution to collecting parks and on the

basis of park operating budgets. Other appropriations in other accounts supplemented the National Park Service budget request to the tune of about $50 million. This figure approximates the additional revenue that entrance and recreational user fees bring in.

My preference is to assess and collect in one fiscal year and disburse those funds collected in a formula in the next fiscal year without further appropriation.

The fee structure is basically the same as established by Congress in P.L. 99-591 with the exception of the 10 major parks at which the vehicular entrance fee is set at $10 and individual entrance fee is set at $5.

We have also adopted the provisions of the House-passed Act that provide for the return and use of entrance and recreational user fees to the land managing agencies in a very equitable way that:

1. measures the need of the national park unit;
2. provides an incentive to collect;
3. supplements the budget in a tight budget time;
4. distributes the fund to units of the national park system that have the greatest use and financial need and have the potential for the highest revenues; and
5. provides the Forest Service, Corps of Engineers, and TVA with the return of the recreational user fees from campgrounds, boat docks, etc. to supplement their budgets. It does not expand or provide authority to charge entrance fees on lands administered by these agencies.

We have retained provisions prohibiting entrance fees at the Statue of Liberty National Monument and the U.S.S. Arizona National Monument. I urge my collegues to examine this bill as we review the fee structures in an equitable way.

Senator WALLOP. Third, let me tell you that your questions have really quite well and adequately covered most of the curiosities that I have. I just want to make a couple of points.

One is that I do not find the 139 percent increase or any kind of figure altogether relevant if you are charging at more places or more efficiently charging, and especially I do not find it that way if we get, as you said, a dedication of some of these moneys to the park collection and the rest of them to the Park Service.

That is one reason why I agree with Mr. Horn that we ought to somehow or another—and I agree with you that we will have a struggle, but we ought to try to wage that struggle and succeed in it and not to get these monies appropriated. If we do, most of what we set out to do by way of fees recommended in the President's Commission on Americans Out of Doors will be lost to us. It will be lost to us. It will be just another segment in a list of available revenues that might be available for something else.

I hope that when we get concepts of user fees or access to island parks or things like that that conceptually everywhere we try to make one fee go for as much as we possibly can. I can understand the distinction between a fee for a 4-hour guided tour and a 1-hour guided tour, and those make perfect sense to me, but I would hate to see a fee at the boat and a fee at the monument and a fee at the interpretive center. I would like to see that fee cover pretty much what events took place.

Senator WALLOP. Lastly, I hope, frankly, that we do pursue the Golden Age one-time fee. First, it offers a nice privilege for having done that. Halfprice access to campgrounds and other things is not bad.

Second, it gives us a sense of proprietorship which in many instances I think is important to the national parks. People believe that these are not just some kind of a government service that is dumped out there and whatever takes place within that park will be picked up, maintained, cured, restored, that there is no sense of proprietorship propriety.

To the extent that we create a sense of proprietorship in Americans in their parks, I think the park system will benefit. I think the parks that they control will specifically benefit.

I am glad we are to this point. Our committee has been pretty good with this concept. We passed a bill last year, passed it through the Senate last year and ended with a temporary fix. I hope that our fix is permanent this time, and I really want to work with you on it. I appreciate your holding the hearing.

Senator BUMPERS. Thank you very much, Senator.

Senator Hecht.

Senator HECHT. Thank you. No questions.

Senator BUMPERS. Mr. Horn, Mr. Mott, thank you very much for being with us this morning.

Our next witnesses will be a panel: Derrick Crandall, president of the American Recreation Coalition; Katy Miller Johnson, Marin County, CA; and Destry Jarvis, vice president for Conservation Policy, National Parks and Conservation Association.

Mr. Crandall, would you lead off, please?

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STATEMENT OF DERRICK CRANDALL, PRESIDENT, AMERICAN RECREATION COALITION

Mr. CRANDALL. Thank you, Mr. Chairman. I would prefer to try to just talk on some of the issues that are not dealt with in the House-passed legislation rather than to talk to the equity of increased entrance fees in our national park system.

My discussion with literally thousands of individuals, both the membership of my organization as well as those who appear before the President's Commission on Americans Outdoors, shows me convincingly that Americans are not afraid to pay for the values that they hold near and dear, including our national parks.

What we did find is that Americans, while not expecting a free lunch, expect to receive some nutriment when they do pay for their lunch. So, therefore, we would be very supportive of the kind of earmarking that is talked about in the House-passed language and which the administration has proposed.

We would also encourage you to look at improvements in the House-passed legislation. Although we find a willingness on the part of the American public to pay fees to enter our national parks, we believe that there needs to be additional experimentation. Specifically, we believe that there is a need to look at the Golden Eagle passport as a way for Americans to make a significant contribution to the national park system, allowing them to perhaps be acknowledged as a public supporter of the national parks.

We would also like to see the Golden Eagle passport tied into a reward for those who volunteered their time and energies for the national parks. Certainly that is a phenomena that has increased greatly over the last 100 years, and that kind of involvement as a participant in managing a natural resource which all of us holds so near and dear is something we would like to see continued.

We would also like to see that you consider something less than a permanent authorization for the increased fees. There are very few ways to safeguard the return of the collected monies, these increased monies that are being talked about today. Certainly vigilance on the part of this Committee and on those who are paying the fees are essential to insure an equitable return.

Just as importantly, perhaps, some consideration needs to be given to a certain year reauthorization of the ability to increase the fees into our national parks, whether it is 3 or 5 years, which would allow this committee and other appropriate committees of the Congress to review exactly what has happened in terms of the use of the increased fees.

We also suggest that perhaps there be a way to look at an independent agency or body, a commission perhaps, that would review the fees that are charged in our national parks and look at ways to oversee some experimentation in those fee collections.

Certainly the type of data collection you reference in your earlier questions to Assistant Secretary Horn allowing better data to be collected in the form of questionnaires would be essential in this regard, and we do believe that there is a significant inhibition at this point imposed by the Office of Management and Budget, the prior clearance of any surveys of the American public, which we would like to see removed.

If, in fact, you had an independent agency, something perhaps resembling the U.S. Postal Rate Commission, perhaps there would be an opportunity to look at a variety of new and interesting approaches. For example, the city of San Francisco has 10 or 12 days every year in which no fees are collected for the city park system, allowing all people to have access and eliminating the problems of equity in terms of those people who otherwise might be priced out.

We would encourage that kind of innovativeness and, therefore, would encourage this body to think of ways to allow the Park Service to have some flexibility in that.

In concluding, we certainly would embrace the four points that you articulated so well in terms of the criteria for any piece of legislation you would like to see out of this body. We think it is important to understand that the American public perceives national parks as a great value at its current price. We would like to continue that perception that it is a great value to share this legacy that we as all Americans are able to enjoy today and not so much focus on the price of the experience.

It is a bargain. Certainly we do not want to discourage people from seeing our parks, but the value of the recreation experience, whether it is an entrance fee or user fee at this point, leaves me with the conclusion that Americans are willing to pay more to protect, to safeguard and to expand the national park system.

Thank you.

[The prepared statement of Mr. Crandall follows:]

TESTIMONY BY DERRICK CRANDALL, PRESIDENT, AMERICAN RECREATION COALITION, BEFORE THE UNITED STATES SENATE SUBCOMMITTEE ON PUBLIC LANDS REGARDING NATIONAL PARK ENTRANCE FEES, APRIL 27, 1987.

Mr. Chairman and distinguished Members, I am pleased to appear before you today to comment on national park entrance fees. My name is Derrick Crandall, and I serve as President of the American Recreation Coalition (ARC). ARC is a federation of nearly 100 enthusiast groups, associations and corporations comprising a major portion of our nation's outdoor recreation community. ARC's members range from the Good Sam Club to the American Motorcyclist Association, from the American Fishing Tackle Manufacturers Association to the National Outfitter and Livery Alliance.

Our nation's national parks provide millions of Americans with quality outdoor recreation opportunities each year. They are a unique and valuable national asset, representing America's commitment to protecting and enjoying our natural and historical resources.

A variety of decisions made in Congress will affect the future of our park system. We believe that fee decisions have the potential to have a significant effect, and we are happy to have the opportunity to share some of our ideas on the entrance fee issue with you today.

The National Park Service is challenged under current budget allocations to care for its 335 units; to provide adequate staff to manage their parks, to keep up park maintenance and rehabilitation efforts, to offer services and to protect park resources. Visitations to our parks are on the rise, increasing the demand for services and creating additional pressure on aging park facilities. Higher levels of funding need to be considered to ensure our national park system continues to provide the quality and quantity of outdoor recreation opportunities Americans are demanding.

We realize that in the face of widespread budget cutbacks the Congress is not likely to significantly increase the park service's budget. Recreation fees are a logical means to supplement general appropriations to the National Park Service.

We believe that Americans are willing to pay to continue to enjoy recreation opportunities at our national parks. A study conducted for the President's Commission on Americans Outdoors in 1986 by Market Opinion Research (MOR) confirmed the public's willingness to pay for the use of public recreation services and facilities. The relevant portions of this study are appended. Additional proof of the value Americans place on outdoor recreation can be seen in the rapid expansion of private sector recreation providers such as campgrounds,

resorts and amusement parks, where payment for services is the rule, not the exception. In short, Americans don't seek a "free lunch" when it comes to recreation.

In paying for public recreation programs, the key to acceptance of entrance or special service fees is to establish a "closed loop system" which reinvests all collections back into the resource. Recreationists cannot be expected to support fees which amount to hidden taxes. They want visible proof that their fee dollars are making a positive contribution to the park system. I've already said that Americans don't expect a free lunch. They do, though, expect that when they pay for lunch they will be fed.

One critical area which needs attention in our national parks -- and that could benefit greatly from entrance fees such as those under consideration today -- is the area of deferred maintenance of facilities. Despite the expenditure of $1 billion from 1981-1985 through the Park Rehabilitation and Improvement Program (PRIP), many of our national park facilities require significant additional maintenance and repair. The National Park Service estimates annual rehabilitation needs of $75 million or more. And other federal systems -- such as the national forests -- report sizeable and growing deferred maintenance backlogs. New recreation fees -- such as those being collected as entrance fees this year and in the future -- should be allocated to important programs such as deferred maintenance. This approach makes sense both in terms of current budget realities and in terms of giving each American the feeling he is contributing to the welfare of our parks, a legacy of which we are justifiably proud.

It is also our feeling that the National Park Service bears responsibility for communicating with the public about how fees are being spent. More public support can be generated for fees if the park service is more accountable. It could be as simple as a sign at the gate to a national park announcing the projects that will be funded by the fees collected. Park rangers need to know how to respond to customers who ask about where new and higher fees are going.

Accountability is also the responsibility of Congress and the Administration. Too often, recreation fees are approved for one purpose -- with the key support of the recreation community -- but are later recommended for changes not supported by recreationists paying the fees. Administration proposals to change the automatic appropriation of the Wallop/Breaux Trust Fund, and to transfer $25 million from Wallop/Breaux to the U.S. Fish and Wildlife Service general budget, make us wary about what

TESTIMONY OF DERRICK CRANDALL
NATIONAL PARK ENTRANCE FEES
PAGE THREE

lies ahead for funds collected by the National Park Service. We cannot allow the enthusiasm we share about our parks to be misused to sucker Americans into willingly paying more for less.

The American Recreation Coalition supports the legislation passed by the House of Representatives as H.R.1320, but we hope the Senate will improve the bill's promise by considering some options we feel could benefit greatly from fee collections.

For example, we suggest a three-year limit on the authorization for the higher-level fees, after which fees would return to pre-1987 levels. This would give Congress the opportunity to look at the National Park Service entrance fee program and determine whether the fees are, indeed, being returned to our parks to accomplish the goals set up by the legislation.

In addition, we would like to see regulations limiting the NPS's ability to survey visitor satisfaction and suggestions removed. At the present time, Federal land managing agencies are stifled in attempts to ask their paying customers whether they are satisfied with the services being provided because of the necessity of OMB clearance. How can the park service evaluate the kind of job it is doing without the right to question visitors?

Another idea we would like to share concerns Golden Eagle and Golden Age Passports. We encourage the creation of a special fund to receive the proceeds from sales of Golden Eagle Passports (which under H.R.1320 would be $15 per year per person) and Golden Age Passports (which currently are free but could have a one-time fee imposed). The new fund could be designed as a special project account that would be 100% earmarked for projects selected by the NPS Director, above and beyond the normally budgeted funds. Individuals purchasing the passports would have a heightened sense of participating in a valuable effort. With this fund, we could support a charge for the Golden Eagle passport in excess of the level provided for under H.R.1320.

Volunteer recognition is another area that needs attention. More and more often the National Park Service relies on volunteers. In the national parks these volunteers help with campground management, interpretation programs and routine maintenance. We need to award these people for their important work and to encourage more to volunteer. One way to do this would be to allow volunteers to earn Golden Eagle Passports and Golden Age Passports.

Finally, we think that Congress should consider establishing a national park fee advisory board to set fee levels and to evaluate fee programs. Fee issues are very contentious, often pitting agencies against Congress and legislator against legislator -- often resulting in a stalemate. One solution might be to delegate fee recommendations to a neutral entity -- either to a group which might resemble the U.S. Postal Rate Commission, or to the existing NPS Advisory Board -- that could evaluate fee programs free of the political pressures affecting present fee discussions.

Thank you.

Derrick A. Crandall
American Recreation Coalition
1331 Pennsylvania Avenue, NW, Suite 726
Washington, D.C. 20004
(202)662-7420

MARKET OPINION RESEARCH

How Should Parks and Recreation Areas Be Financed?

The American public of voting age (18 and over) makes a fairly sophisticated distinction between where operating funds for recreation should come from versus those for protecting wildlife or acquiring additional areas. It is majority opinion that the public, through user fees, should pick up much of the tab for maintenance of recreation areas while protection of wildlife, in particular, should be paid for mostly by taxes. (Table 8-5 and following figure).

The feeling users should pay part of maintenance costs is consistent with findings of the 1982-83 survey in which 53% of respondents felt taxpayers and users should share operating costs.

Only 13% of the American public chooses taxes as the major funding source for all four aspects of recreation support discussed in the prior pages. A smaller group, 9%, feels everything should be paid by user fees. Not surprisingly, the fee-only group are lower users of park facilities (well over one-third of them didn't use either a local or an out-of-community park last year). The tax-only group tend to be younger, frequent park users. The important finding, however, is that 78% OF THE AMERICAN PUBLIC FEEL THAT OUTDOOR RECREATION MUST BE FINANCED BY A COMBINATION OF TAXES AND USER FEES.

Table 8-5

Should the following be supported mostly by taxes or mostly by fees paid by users?

	Mostly Taxes	Mostly Fees	Equally by both (VOL.)	Don't Know	
Maintenance of recreation areas	30%	55	11	4	(100%)
Improvements to existing recreation areas	44%	42	12	2	(100%)
Protection of wildlife within recreation areas	64%	21	11	4	(100%)
Acquiring additional recreation areas	52%	33	10	5	(100%)

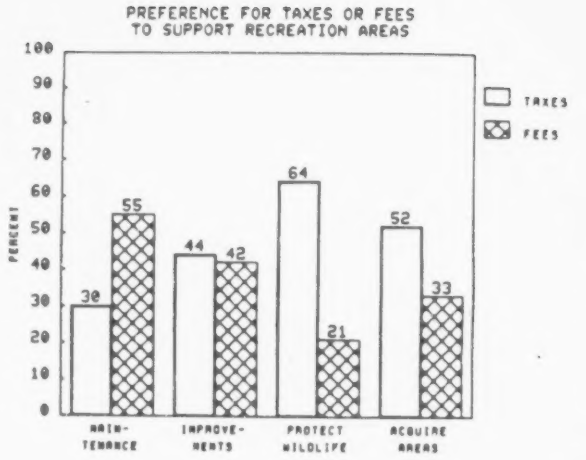

Table 8-6 shows that it is majority opinion every place except Hawaii that maintenance of recreation areas should be paid for mostly by user fees.

Table 8-6

Taxes or Fees for Maintenance of Recreation Areas
Differences by Geography

	Mostly Taxes	Mostly Fees
Total U.S.	30%	55
New England	26%	59
Mid Atlantic	36%	50
East North Central	32%	55
West North Central	24%	66
South Atlantic	21%	59
East South Central	30%	54
West South Central	27%	60
Mountain	22%	60
Pacific	35%	49
Hawaii*	52%	36
Alaska*	29%	54

* Included in Pacific

Table 8-7 shows the public divides approximately half and half as to whether improvements to recreation areas should come from taxes or fees. This leaves a consensus of about 50 50 (again Hawaiians opt for taxes).

Table 8-7

Taxes or Fees for Improvements to Existing Recreation Areas
Differences by Geography

	Mostly Taxes	Mostly Fees
Total U.S.	44%	42
New England	48%	34
Mid Atlantic	48%	41
East North Central	42%	44
West North Central	40%	45
South Atlantic	38%	44
East South Central	44%	40
West South Central	42%	45
Mountain	41%	43
Pacific	48%	38
Hawaii*	52%	32
Alaska*	43%	42

* Included in Pacific

Agreement is high that taxes must support the protection of wildlife

Table 8-8
Taxes or Fees for Protection of Wildlife Within Recreation Areas
Differences by Geography

	Mostly Taxes	Mostly Fees
Total U.S.	64%	21
New England	63%	19
Mid Atlantic	68%	18
East North Central	66%	[illegible]
West North Central	70%	21
South Atlantic	59%	26
East South Central	67%	23
West South Central	62%	23
Mountain	59%	24
Pacific	65%	19
Hawaii*	66%	20
Alaska*	66%	20

* Included in Pacific

By a slight majority, and only a plurality in some regions, the public feels that acquiring additional recreation areas should be done through taxes

Table 8-9

Taxes or Fees for Acquiring Additional Recreation Areas
Differences by Geography

	Mostly Taxes	Mostly Fees
Total U.S.	52%	33
New England	54%	29
Mid Atlantic	57%	29
East North Central	51%	34
West North Central	48%	39
South Atlantic	45%	37
East South Central	51%	32
West South Central	45%	39
Mountain	53%	35
Pacific	57%	28
Hawaii*	68%	20
Alaska*	58%	31

* Included in Pacific

Senator BUMPERS. Thank you, Mr. Crandall.

Ms. Miller, it is not Ms. Miller, is it? It is Ms. Johnson. I am sorry.

STATEMENT OF KATY MILLER JOHNSON ON BEHALF OF THE MARIN COUNTY, CA, BOARD OF SUPERVISORS, THE MARIN CONSERVATION LEAGUE, ENVIRONMENTAL ACTION COMMITTEE OF WEST MARIN, TOMALES BAY ASSOCIATION AND INVERNESS IMPROVEMENT ASSOCIATION, CALIFORNIA

Ms. JOHNSON. I represent the Marin County Board of Supervisors.

Senator BUMPERS. Ms. Johnson, could you pull that microphone a little closer? We are having difficulty hearing.

Ms. JOHNSON. Surely.

I represent the Marin County Board of Supervisors and four conservation organizations. We oppose H.R. 1320 as it regards Point Reyes National Seashore. We have statutory protection at this time against fees, and this bill would rescind that protection even though we have been assured by the Park Service that they do not plan to charge fees at our park because we do have multiple access points and we serve a metropolitan population of 6 million people as a true safety valve.

Furthermore, we have a history in our park of an unusual degree of community involvement and participation. In the early 1970s, the park was half purchased, and the Land and Water Conservation Fund was frozen. We were told that large portions of the park had to be sold off for private development. A petition drive was begun, and 450,000 signatures were collected and sent back here to the President. Within two days he announced that there would be funds for our park.

Thereafter, Mr. Saylor, the ranking minority member of the House Interior, said that that should not be for our park alone, I think rightly, and they opened up the fund for the rest of the country.

You see the results of that subsequently when the park was completed, and now we have an amazing number of facilities in the park that have been paid for by private funds: our visitor center, $1.4 million; a new environmental education center, $600,000; a Miwok Indian village built by volunteers and Native American tools and so on.

So there is a real genuine sense in San Francisco that this is our park, and so as a result there is a real sense of outrage at the prospect of charging fees. We have had a number of editorials and newspaper stories since H.R. 1320 passed the House about that.

I would like to say that I hope, and I am encouraged to hear, that the money would go back to the parks, but it does seem as if there is a lot of doubt on that question. For instance, in conjunction with the House floor debate, Mr. Kostmayer, a representative from Pennsylvania and other members, keep using qualified language. They say "fees collected" should be used for the parks. They are "hopeful" that the Congress will ensure that. This is clearly the intent of the legislation.

But all these qualifications indicate that it is really doubtful that the fees will be additive. They may well be used to offset regular appropriations.

I understand there is some information in the Department of the Interior and related agencies' Justification of Budget Estimates which lends itself to the strong suspicion that there are plans to use the fees to offset regular appropriations. To me, this would just negate the whole concept. This comes, probably, not from the Park Service or even Interior but from the Office of Management and Budget.

Senator BUMPERS. I could not agree with you more. I would not vote for it if that were to happen.

Ms. JOHNSON. Right.

The Forest Service, for instance, for the first time has applied for fees for their recreation areas in their budget request—$50 million in brandnew fees. Up to now, only the National Park Service has had entrance fees. The Forest Service asked for these fees and the budget simply offset that $50 million. They asked for $50 million authority to charge those fees, and then they cancelled it right out.

So I think this is really very disturbing because there has to be some dropoff in usage. You know that there will be. And as Mr. Horn said, if we are just going to run to stand still, it is a sad state of affairs.

I do fully understand the crunch on the parks, but I think our national park system is a tremendous addition to our educational system, beyond recreation. We have to see the national park system uniquely as educational, and we do have to feel very concerned about making our parks out of reach for anyone. We feel very strongly about that. At our seashore, we have an amazing collection of unique features, but I think that is true of every park.

Mr. Chairman, thank you very much for the opportunity to testify today.

[The prepared statement of Ms. Johnson and a subsequent submittal follow; a further submittal appears in Appendix II:]

STATEMENT OF KATY MILLER JOHNSON

ON BEHALF OF THE MARIN COUNTY CALIFORNIA BOARD OF SUPERVISORS, THE MARIN CONSERVATION LEAGUE, ENVIRONMENTAL ACTION COMMITTEE OF WEST MARIN, TOMALES BAY ASSOCIATION AND INVERNESS IMPROVEMENT ASSOCIATION

BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATERS OF THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE ON H.R. 1320

APRIL 27, 1987

Chairman Bumpers and Members of the Subcommittee, I want to thank you very much for allowing me to testify before you today. I am Katy Miller Johnson. I represent the Marin County California Board of Supervisors, the Marin Conservation League, the Environmental Action Committee of West Marin, the Tomales Bay Association and the Inverness Improvement Association.

Mr. Chairman, we strenuously oppose the fee portions of H.R. 1320, because it would revoke the provision in existing law prohibiting entrance fees at Point Reyes National Seashore. Also we are adjacent to, but not within an "urbanized area" as defined in the bill, so we are not exempt from fees by that criterion.

My own involvement with the Point Reyes peninsula began in the early 50's with family picnics at McClure's Beach. A friendly rancher let us through his cow pasture and down a steep little trail overgrown with fresh watercress. On the beach, the roar of the ocean, the fierce wind and the huge rocky cliffs drenched in fog filled even the smallest child with breathless excitement.

In 1959, my husband Clem Miller, newly elected to Congress from the First District of California, decided his first priority as a legislator was to preserve the Point Reyes peninsula for future generations. He felt that the proximity of this unique tract of unspoiled land and shore -- then occupied with quiet dairy ranches -- to a large metropolitan area was a miracle -- it couldn't last and must

be saved before it was too late. The bill creating the 53,000 acre Seashore was signed into law by President Kennedy in September 1962, a month before Clem's plane crashed into a mountain in Humboldt County as he campaigned for re-election. Secretary of the Interior, Stewart Udall, arranged for Clem to be buried within the Seashore -- a unique honor.

In the early 1970's, the money that Congress had appropriated to buy the Seashore ran out and the park was only half purchased. At that time the Nixon Administration had put a freeze on the Land and Water Conservation Fund which the Congress had carefully created for park purchases. Congress refused to begin the legislative process to finish the Seashore because the Administration was adamant. Surveyors stakes for subdivisions went up within the Lake Ranch, where seagulls frequent the five sparkling lakes so near to the ocean. Gladwin Hill of the New York Times did a full page story headlined, A Patchwork Park in Trouble.

The Director of the National Park Service, George Hartzog, at a desperate impasse, formulated a plan -- "the sell-off" -- to sell off large chunks of land within the Seashore for private development. There were to be private homes, a hotel, even polo fields, as I recall.

The people of the San Francisco Bay Area would not stand still for the sell-off. Led by Peter Behr, later State Senator, they formed "Save Our Seashore," to gather petition signatures to send to the President. Every organization imaginable endorsed the drive and everyone helped. PTAs held bake sales to finance the expenses, Boy Scouts and Girl Scouts circulated petitions. Four hundred and fifty thousand signatures were gathered and flown in cardboard cartons to Washington to Congressman Clausen. Don Clausen took the boxes to the White House and within two days President Nixon made the announcement that Point Reyes would be saved; there was money for our Seashore after all.

John Saylor, ranking Minority Member of the House

Interior Committee, rightly objected that there must be money for other parks too -- lo and behold the Land and Water Conservation Fund was unlocked for the rest of the nation.

Mr. Chairman, there are two lessons from that story which are relevant to today's budget crunch on parks: First, that officials in government underestimate how much the people care about their parks, and Second, that priorities can be quickly re-arranged by government -- money can miraculously materialize to support parks.

Now to describe our beloved park. It is composed of rolling hills, meadows, forests, lakes, beaches, estuaries and working dairy farms leased back to their former owners. More than half-- 33,373 acres -- is in Wilderness. Last year 2,079,187 visits were made; 88% of them day-use. 80% of the visits are estimated to be from the greater San Francisco Bay Area -- the park is a safety valve for a population of six million people. There are fourteen signed entrances and trailheads but in truth access is virtually unlimited.

Mr. Chairman, we don't have elaborate recreational facilities that are costly to maintain. We do have 12 primitive hike-in campgrounds, a beautiful Visitors Center built with 1.4 million in private funds, and a Miwok Indian Village built by volunteers with native American tools and materials. We have a 100 year old lighthouse on a cliff reached by a tortuous trail; 300,000 people a year visit it and watch the great grey whales migrating up the Coast. We have the only surviving rail life-saving station on the west coast. We have an Environmental Education Center -- formerly a quonset hut, but now a brand new $600,000 facility, again built from private funds -- where 30,000 school children from all over the state have come to live and to learn.

We have the San Andreas Fault running through our Seashore. We believe that the whole peninsula has migrated

north 300 miles over the past 80 million years, because our granite matches the faraway granite of the Tehachapi Mountains. We know that our Seashore is still moving at a rate of two inches a year. In the 1906 earthquake the peninsula was thrust northwestward -- 16 feet at Bear Valley where our Visitor's Center is located. We stand in awe there at the seismograph on loan from the University of California and watch the needle measuring the movement of the earth under our feet.

We have 140 miles of trails at Point Reyes and an Adopt- a-Trail program to help maintain them. Last year, people volunteered 4,531 man hours to chop brush out of our trails.

We have -- we think we have -- and the mystery is part of the pleasure -- the very lagoon where Sir Francis Drake careened the Golden Hinde in 1579. We find fragments of pristine ming pottery, not worn by the sea, that surely must have been brought to shore in boats by his sailors when they made camp.

Down at the bottom of Drake's Bay, we have the shipwreck of the San Augustin, a manila galleon enroute from Acapulco to the Philippines, in 1595.

Mr. Chairman, marine biologists come from many schools and colleges to study our perfect tidepools -- we have one of the two unspoiled estuaries remaining on the west coast. In all, one hundred and forty different schools and colleges had organized classes at our Seashore last year, not counting the program at the Environmental Education Center.

I haven't even told you about our Morgan horses, our Tule Elk, our birds, our wild flowers, our sea lions -- Mr. Chairman, I haven't scratched the surface.

The point is, Point Reyes is a living classroom and to charge fees would transform it from everybody's priceless resource into a luxury. That is wrong. Many of our working poor citizens, and lower-middle-income too, have no discretionary income these days. No one should ever be turned away from our Seashore.

At the Petrified Forest National Park, I'm told, people are driving up to the entrance, finding out about the new fees, turning their cars around and driving away. How many stands of petrified wood do we have? Every single unit of our National Park System can bring us rich new understanding of the world we live in and depend upon.

What is conspicuously lacking in H.R. 1320 is any real effort to develop relevant criteria in relation to park fees. I believe that most people understand that parks like Yellowstone and Yosemite cost a lot to maintain, with their elaborate camping facilities and police problems. And the people who can afford to drive long distances to those remote parks to stay there for many days would not be unduly burdened by an entrance fee. But there are many factors which should be carefully weighed in deciding where to impose fees, such as educational values (both natural and historic), the amount or percentage of acreage in Wilderness, income levels in adjacent areas, number of access points which would have to be policed for fee collection, or percentage of day use as against overnight use. The sole criteria of "urbanized area" in H.R. 1320 is simplistic and inadequate.

In addition H.R. 1320 imposes sweeping entrance fees when it should have addressed the question of user fees for specific facilities that are not needed by many park visitors. Under H.R. 1320, should fees be imposed at Point Reyes, our day user hiker with his sandwich in his backpack, will very likely subsidize (that is, if he can afford the entrance fees) the owner of a luxurious camper at another park for whom the park service has provided a large paved space expensively engineered for his needs.

Point Reyes is a wonderful example of a working partnership between people and their government. To institute fees there would be to undermine that relationship and the trust upon which it is based. People won't feel the same way about Park Rangers who are forced to patrol borders

to collect fees, nor about the lawmakers who authorized those fees. Scathing Bay area editorials and headlines within the last weeks are harbingers of things to come if this policy of widespread park fees should be implemented. To illustrate: "Something is rotten in Congress and it's not the food in the House Dining Room..." (San Rafael Independent Journal 4/6/87), "Congressmen want local Park fees") (Point Reyes Light, 3/26/87) "Tolls Proposed to enter Marin's Federal Parks" (Coastal Post 3/30/87) "Our Parks Should Remain Free" (San Francisco Examiner 4/8/87).

H.R. 1320 was steamrollered though the House of Representatives. Normal procedures were abandoned. Notice was not given in the Federal Register. Local hearings in the areas directly affected were never held so that citizens could not voice their views and indeed never heard about the legislation until it was too late to influence it. At the eleventh hour, the very day before House floor action, the provision to earmark fees for the Park Service (which had disarmed the national conservation organizations that otherwise would probably have opposed the legislation) was scrapped in negotiations with Interior Appropriations Subcommittee Chairman Yates over the restrictive rule, H. Res. 135. But even that scrapped provision was not a valid justification for fees. For what is to prevent the Appropriations Committees from subtracting fee receipts from Park Service appropriations if they so choose? The Administration's FY'87 budget for the Forest Service requested the imposition of 50 million dollars in new fees for Recreation Areas and a corresponding cut in appropriations of exactly the same amount.

What is left, after the eleventh hour maneuvering over the rule, is that the Interior Department must provide the Congress with exact information as to fees collected at each unit, and that the Appropriations Committees may then choose to earmark commensurate funds for worthwhile park purposes. This is authority that the powerful Appropriation Committees

already had. Their discretion to follow or not to follow a given formula remains untouched by H.R. 1320.

Therefore, H.R. 1320 is simply a vehicle to extract new regressive taxes which immediately go into general Treasury funds, and thereafter may or may not be of help to the Park Service.

Point Reyes National Seashore was created to welcome our citizens. H.R. 1320 would turn them away. We urge you to reject the fee portions of this ill-considered legislation.

KATY MILLER JOHNSON 1618 29TH STREET, N.W. WASHINGTON, D.C. 20007 202-337-8580

May 11, 1987

Senator Dale Bumpers
Chairman, Subcommittee on Public Lands
and Reserved Waters
Senate Energy and Natural Resources Committee
360 Dirkson Senate Office Building
Washington, D.C. 20510

Dear Mr. Chairman:

Thank you for the opportunity to testify before your Subcommittee on April 27 concerning H.R. 1320, and for your considerate invitation to write you with any further views.

To expand on my prepared statement, I'd like to state that I realize that the Interior Committee of the House of Representatives did its best to insure that National Park Service entrance fees collected would supplement rather than supplant appropriations. H.R. 1320, as introduced, contained a novel provision under which fee revenues were to stay within the National Park Service, entirely separate from the appropriations process, thus diminishing the role of the Office of Management and Budget in the disposition of fee revenues.

Unfortunately, however, it was discovered on the day before Floor action on H.R. 1320, that to bypass the appropriations process would be illegal under section 303 (a) (1) of the Congressional Budget Act, as well as being in violation of clause 5(a) of House rule XXI. (See Congressional Record page H1722 of April 1, 1987, attached.

Using the vehicle of the Rule governing H.R. 1320, H. Res. 135, the key phrase "without further appropriation" was twice struck from the legislation, so that under H.R. 1320, as passed by the House of Representatives on April 1, National Park Service fees collected now go into the Treasury and the normal appropriations process must take place.

A clear pattern emerges from a comparison between various items mandated to be funded from fees in the Interior Department's FY'88 Budget Justifications for the National Park Service with the FY' 88 base amounts (i.e. based on FY '87) for the same items. For example:

Item	FY'88 Base	FY'88 est.	Net Change
Harper's Ferry Ctr.	6,904,000	6,900,000	- 4000.
Volunteers-in-Parks (will help to collect fees)	500,000	1,000,000	+500,000
Informational Publications	3,454,000	3.954,000	+500,000
Enchanced Park Operations	15,000,000	18,500,000	+3,500,000

Other items mandated in FY'88 estimates to be funded from fees are buried within larger items in FY'88 base amounts, making comparisons difficult. Nevertheless, noting the pattern shown above, plus the budgeting of $11,600,000 especially for the collection of fees (in addition to the volunteers-in-parks program shown above) -- a full 15 percent of estimated $74.3 millions in fee revenues -- it seems safe to assume that the net additive amount for the Park Service will not be significant enough to justify sweeping new fees. The fact that the National Park Service budget request for 1988 is $799 million, a decrease of $108.3 million from appropriations enacted for 1987, further supports this assumption. (See page 718, under General Statement, of Interior Department's Budget Justifications for the National Park service for FY '88, attached.)

Mr. William P. Horn, Assistant Secretary of the Interior, in his oral testimony on H.R. 1320, on April 27, asserted several times that Independence National Historic Park in Philadelphia lost over $300,000 in revenues, from having been exempted from entrance fees -- at the behest of the Congress -- in the anniversary year of the Constitution.

Furthermore, in his prepared testimony, Mr. Horn criticized the provision of H.R. 1320 exempting from entrance fees Park Service units in "urbanized areas." Mr. Horn said that,

> "It would also deprive these 26 parks of the supplemental funds that would be generated by the new fees."

I am alarmed by this emphasis by Assistant Secretary Horn on the penalties visited on individual Park Service Units due to the exercise of thoughtful Congressional judgement regarding entrance fees. This means to me that sweeping new fees are likely to drive National Park Service policy. Even if entrance fees were to be imposed at every unit, more remote parks with lower visitation

would still suffer. Experienced National Park Service officials -- and the Congress which helps to direct them -- would lose an important degree of their authority to decide priorities.

Just this disturbing scenario was dramatically evoked by Howard H. Chapman, recently retired Western Regional Director of the National Park Service, at the 1987 Western Region Superintendent's Conference in San Francisco on April 21, 1987.

Mr. Chapman said,

> I see ... decisions being made on the basis of the dollar return. That the balance of a decision on a project in resource management or interpretation will turn on the one that can launder the most money! Where are our values that we so so long prided ourselves in the National Park Service?"

Later in his speech Mr. Chapman was even more forthright, when he said,

> "I have to frankly tell you that never before in the history of the National Park Service do I believe there has existed a time when the values of the System were more under stress than they are today!"

With Mr. Chapman's permission, I attach additional excerpts from his address, where he expresses, among other points, his strong opposition to entrance fees at our national historical shrines.

In the face of this urgent message from a forty year veteran of heavy responsibilities within the National Park Service, and of the dim prospects for additional revenue via fees, I urge you and the Members of your Subcommittee to reject the concept of sweeping new entrance fees for the National Park Service.

With best regards,

Katy Miller Johnson

Katy Miller Johnson

P.S. I enclose relevant portions of the Interior Department's FY'88 Budget Justifications for the National Park Service.

I would appreciate your placing this letter with attachments in the official hearing record on H.R. 1320.

also preserves the infrastructure of our energy industry so that we will be able to convert to our most abundant fuel and meet any future OPEC-like embargo.

Mr. Speaker, I see this bill as a compromise that serves the individual consumer and our Nation as a whole all at the same time. I hope my colleagues will be able to support it.

LAND AND WATER CONSERVATION FUND ACT AMENDMENTS OF 1965

Mr. BEILENSON. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 135 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

H. Res. 135

Resolved, That at any time after the adoption of this resolution the Speaker may, pursuant to clause 1(b) of rule XXIII, declare the House resolved into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 1320) to amend the Land and Water Conservation Fund Act of 1965, and for other purposes, and the first reading of the bill shall be dispensed with. All points of order against the consideration of the bill for failure to comply with the provisions of clause 7 of rule XIII are hereby waived. After general debate, which shall be confined to the bill and shall continue not to exceed one hour, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Interior and Insular Affairs, the bill shall be considered for amendment under the five-minute rule. It shall be in order to consider the amendment in the nature of a substitute recommended by the Committee on Interior and Insular Affairs now printed in the bill as an original bill for the purpose of amendment under the five-minute rule and all points of order against said substitute for failure to comply with clause 7 of rule XIII are hereby waived. No amendment to said substitute shall be in order except the amendments printed in the report of the Committee on Rules accompanying this resolution, or said if offered by the Member designated, or his designee, and each amendment shall be debatable not to exceed thirty minutes, and shall not be subject to amendment. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and any Member may demand a separate vote in the House on any amendment adopted in the Committee of the Whole to the bill or to the committee amendment in the nature of a substitute. The previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit with or without instructions.

SEC. 2. Page 13, line 11, strike "without further appropriation"; page 13, line 20, strike "without further appropriation."; and page 19 after line 15, insert the following new section:

"SEC. 4. The President shall submit as part of the annual budget message a detailed list and accounting of all fees received pursuant to this Act by each collecting agency and each collecting unit and shall include proposed distributions of fee receipts from the previous year by function within each unit. Appropriations shall be made as required in this Act. No funds shall be transferred from fee receipts made available under this Act to each unit: *Provided, however*, That in making appropriations, funds derived from such fees may be used for any purpose authorized herein."

The SPEAKER pro tempore (Mr. TAUZIN). The gentleman from California [Mr. BEILENSON] is recognized for 1 hour.

□ 1430

Mr. BEILENSON. Mr. Speaker, I yield the customary 30 minutes to the gentleman from Missouri [Mr. TAYLOR] for purposes of debate only, pending which I yield myself such time as I may consume.

Mr. Speaker, House Resolution 135 is the rule providing for consideration of H.R. 1320, the Land and Water Conservation Fund Act Amendments of 1987. It is a modified closed rule which provides for 1 hour of general debate, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Interior and Insular Affairs.

The rule makes in order the committee amendment in the nature of a substitute now printed in the bill, as modified by the amendments contained in section 2 of this resolution, as original text for the purpose of amendment. Under this rule, two specified amendments are permitted, and 30 minutes are allotted for debate on each.

The rule also waives clause 7 of rule XIII, requiring cost estimates in committee reports, which is necessary because the Interior Committee did not have a CBO estimate before it filed its report, although the estimate is available now. And, finally, the rule provides for one motion to recommit, with or without instructions.

The rule before us will allow the expeditious consideration of H.R. 1320, legislation which permanently extends the higher entrance fees for many of our national parks which Congress approved last fall, and which extends the authorization of the Land and Water Conservation Fund Act for 25 years. The Rules Committee believes that this particular measure warrants a more restrictive rule than is usually the case for bills reported by the Interior Committee. By limiting amendments, the rule ensures that the park entrance fee structure approved by the Interior Committee will remain intact throughout the House consideration of this bill. That way, if the full House approves this measure, we will provide for uniform entrance fees at similar types of parks, and we will keep those fees at their current level. The bill will not have been subjected to amendments which would alter admission fees at individual parks or throughout the park system.

The two amendments that are permitted under this rule would not affect the basic fee provisions and are, in the committee's view, matters which are appropriate for resolution by the full House membership. One amendment, to be offered by Mr. LAGOMARSINO or his designee, would raise the price of a Golden Eagle Passport, the pass which admits a family to all national parks for a year. The other, to be offered by Mr. HANSEN or his designee, would establish a one-time charge for a Golden Age Passport, the pass which admits persons aged 62 or older to all national parks free of charge. Both amendments were printed in the Rules Committee report on this resolution, and both are restricted from further amendment. The rule provides for 30 mintues of debate on each one.

The rule also effectively modifies the committee amendment in the nature of a substitute, with amendments that are printed in section 2 of this rule. These amendments are needed in order to correct House Rules and Budget Act violations in the committee amendment as reported by the Interior Committee.

As reported, the committee amendment provided that amounts collected from park entrance fees would be available to the parks without further action by Congress. That provision violated clause 5(a) of rule XXI, which prohibits appropriations in a legislative bill, as well as section 303(a) of the Congressional Budget Act, which prohibits consideration of new budget authority prior to the adoption of a budget resolution.

The amendments contained in this rule, which are deemed adopted upon the rule's passage, subjects the funds raised through entrance fees, to the appropriations process. In other words, instead of allowing those funds to be distributed directly to the national parks, they will be provided to the park system through an appropriation, the same way all other funds for park operations and activities are provided under current law.

The amendments thus ensure that this legislation will not violate two important budgetary safeguards in our legislative process. In our opinion, subjecting the park fees to the appropriations process is a better way to distribute the funds, because it allows Congress to monitor and control their use. And, I would like to add that this change is supported by both the chairman of the Interior Committee's subcommittee on parks and the chairman of the Appropriations Committee's Subcommittee on Interior.

Mr. Speaker, H.R. 1320 provides for a very reasonable schedule of entrance fees to our national parks, which are such an important part of the heritage of all Americans. Under this bill, the maximum fees would be the same as those established temporarily by the Fiscal Year 1987 Continuing Appropriations Act, which are high enough to bring in much needed revenues for our parks without being unduly burdensome to our citizens. Urban park units would continue to be exempt

EXCERPTS from the speech of Howard H. Chapman
recently retired Western Regional Director
of the National Park Service
to the 1987 Western Region Superintendents Conference
San Francisco, April 21, 1987.

...There is a strange urge that has possessed the Department and the National Park Service over the last few years. It is money. That is not a new concern - many a dedicated NPS person has said that there is no problem money couldn't whip. Maybe so - but also remember that money can make problems as well as solve them, to wit:

Paying a fee to go to the Statue of Liberty or a fee to go to Independence NHP. Yes, technically we have a rationale that explains you can still look at the Statue or enter Independence Hall or the Liberty Bell Pavillion for free. But the point being made by many is that a fee for any part of it constitutes paying to understand, becoming better informed or truly appreciating all the glory of our National Shrines. Our elected representatives - Congressmen and Senators - have taken the step to eliminate this injustice After all, below the Statue of Liberty is the inscription "Give me your tired, your poor..." but (neither) Congress nor many Americans wanted to see added, "Give me your buck."

And there was Superintendent Hobie Cawood who spoke out against the fees at Independence from the very beginning. He had the courage to speak up! He felt strongly that it was not appropriate to charge at a National Shrine particularly in the year of the 200th anniversary of the U.S. Constitution -a time of celebration. How callous have we become?

These shrines are not just...buildings or images of people. Rather they carry a soul - made because of the events that took place there - the vision of men who remembered past injustices and wanted a better future, or the image of a woman who beckoned to those who sought a new life, or a battlefied where blood was spilled as young men sought to redefine a Constitution not yet a hundred years old.

We speak of the park experience - but what is it to the immigrant at the Statue of Liberty, or the new citizen at Independence or the American standing on the edge of the Peach Orchard at Gettysburg? Are we to allow the quest for a dollar...to tarnish the emotion that would otherwise swell in the soul of the person...able to find the real fiber of those shrines?

I see ... decisions being made on the basis of the dollar return. That the balance of a decision on a project in resource management or interpretation will turn on the one that can launder the most money! Where are our values that we

so long prided ourselves in the National Park service? We have accused the concessioners of being the money changers of the Temple. We have deplored their quest for profit at the expense of the captured visitor. Yet we in the blind quest for more dollars for our programs have turned deaf ears to those more sensitive and aware of the value system than we!

Are we going to be sheep that aimlessly follow or are we going to return to basics? Are we going to reexamine our mission and return its attention to the high values that Stephen Mather and Horace Albright addressed themselves to - and that men like Connie Wirth and George Hartzog led and challenged us to? I hope so - because it is into your hands that I pass the baton....

I have to frankly tell you that never before in the history of the National Park Service do I believe there has existed a time when the values of the System were more under stress than they are today!...

(Quotations taken with the permission of Howard H. Chapman)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR 1988

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE

COMMITTEE ON APPROPRIATIONS

HOUSE OF REPRESENTATIVES

ONE HUNDREDTH CONGRESS

FIRST SESSION

SUBCOMMITTEE ON THE DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES

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BILL LOWERY, California

D. NEAL SIGMON, KATHLEEN R. JOHNSON, JOCELYN HUNN, and ROBERT S. KRIPOWICZ, *Staff Assistants*

PART 1

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DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

FISCAL YEAR 1988 BUDGET JUSTIFICATIONS

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General Statement

— Establishing a Blue-Ribbon Panel to examine NPS policies [illegible] natural and cultural resources to recommend how these policies [illegible] be improved.

— Employing new outreach tools to better communicate the val[illegible] inherent in the cultural and natural resources protected by the Service.

— Updating interpretive media throughout the National Park System.

— Applying user fees currently collected in national parks t[illegible] directly support park operations, and expanding the portion of park operations supported by fees.

The National Park Service budget request for 1988 is $799 million, a decrease of $108.3 million from appropriations enacted for 1987.

The table below compares the fiscal 1987 appropriated amount to the 1988 request:

(Dollars Amounts Thousand)

Appropriations Requested		1987 Enacted	1988 Estimate	Inc.(+) or Dec.(-) from 1987 Enacted
Operation of the National Park System	($)	673,771	714,844	+41,073
(Full Time Equivalents-Total)		(14,837)	(14,921)	(+84)
Reimbursable Activities	(FTE-T)	(19)	(19)	(--)
National Recreation and Preservation	($)	10,628	10,317	-311
	(FTE-T)	(282)	(232)	(-50)
Construction	($)	88,095	30,990	(-57,105)
	(FTE-T)	(502)	(487)	(-15)
Allocation to Corps of Engineers	(FTE-T)	(6)	(7)	(+1)
Allocation to Federal Highway Administration	(FTE-T)	(30)	(--)	(-30)
Reimbursable Activities	(FTE-T)	(178)	(114)	(-64)
John F. Kennedy Center for The Performing Arts	($)	4,771	4,920	(149)
	(FTE-T)	(78)	(78)	(--)
Land Acquisition	($)	87,220	16,031	-71,189
	(FTE-T)	(197)	(197)	(--)
Allocation to Corps of Engineers	(FTE-T)	(5)	(4)	(-1)

General Statement

Historic Preservation Fund	($)	24,250	—	-24,250
	(FTE-T)	(--)	(--)	(--)
Illinois and Michigan Canal National Heritage Corridor Commission	($)	250	—	-250
	(FTE-T)	(2)	(--)	(-2)
Jefferson National Expansion Memorial Commission	($)	75	—	-75
	(FTE-T)	(1)	(--)	(-1)
Total Appropriations	($)	889,060	777,102	-111,958
	(FTE-T)	(16,137)	(16,059)	(-78)
Permanent and Trust Funds				
Operation and Maintenance of Quarters	($)	8,539	8,722	+183
	(FTE-T)	(118)	(118)	(--)
Miscellaneous Permanent	($)	1,045	1,045	--
	(FTE-T)	(14)	(14)	(--)
Trust Funds	($)	9,271	12,723	+3,452
	(FTE-T)	(19)	(7)	(-12)
Construction Trust Fund	($)	[12,500]	[--]	[-12,500]
	(FTE-T)	(2)	(2)	(--)
Allocation to Federal Highway Administration	(FTE-T)	(6)	(--)	(-6)
Subtotal	($)	18,855	22,490	+3,635
	(FTE-T)	(159)	(141)	(-18)
Budget Authority, Total, NPS	($)	907,915	799,592	-108,323
	(FTE-T)	(16,296)	(16,200)	(-96)

Highlights of the fiscal year 1988 budget request are discussed below:

National Park Service Fee Program

The budget request for the "Operation of the National Park System" appropriation assumes that $74.3 million will be collected and credited to this account for use by the National Park Service.

The Administration is proposing permanent legislation to extend the temporary authority enacted in 1987 that allowed the National Park Service to increase entrance fees and establish new fees for the first time since 1979. Language included in the 1987 Continuing Resolution (P.L. 99-591) permitted the Service to establish entrance fees at all units of the National Park System, except urban recreation areas and those parks where legislation specifically prohibited charging an entrance fee. Fee rates were capped at $5 a vehicle,

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$3 a person, and $25 for a Golden Eagle annual pass. A new annual park pass was authorized with a maximum fee of $15. Instead of allowing the National Park Service to retain fee revenues in order to enhance park operations, Congress appropriated additional funds to the "Operation of the National Park System" appropriation and directed the deposit of all fee revenues in the General Fund.

Legislation proposed for 1988 would result in several key changes to the 1987 fee program. Fee rates at a few of the popular parks would increase to $10 a vehicle or $5 a person. Fees rates at other areas would not be changed. The cost of the Golden Eagle annual pass would increase to $40; $25 for an annual park specific pass. Perhaps most important, all fee revenues would be available to the National Park Service. The following table compares the proposed fee program for 1988 with the currently authorized program:

National Park Service
Comparison of Fee Programs--FY 1987 and FY 1988

	FY 1987	FY 1988
Single Visit Entrance Fees:		
Per Vehicle	$5 and $3	$10, $5, and $3
Per Person	$2 and $1	$4, $2, and $1
Golden Eagle Annual Pass	$25	$40
Golden Age Pass	no charge	$10 (one-time)
Park Specific Annual Pass	$15 and $10	$25, $15, and $10
Number of Entrance Fee Areas	134	156
Estimated Revenues from all fees	$52.8 million	$74.3 million

The $74.3 in fee revenues projected for 1988 will be used to enhance interpretation, research, resource management, and maintain natural resources through the programs listed below. Additional details on each program are included under the section of the budget justifications shown in parenthesis.

($ in millions)

Fee Collection (Visitor Protection and Safety)..... 11.6

Fee revenues will be used to cover the cost of fee collection in all 156 parks.

Harpers Ferry Center (Interpretation and Visitor Services) 6.9

Fee revenues will be used to fund all design and development work for interpretive displays, audiovisual materials, signing and curation work done at the Harpers Ferry Center.

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General Statement

Visitor Transportation Systems (Interpretation and Visitor Services) 2.6

All major visitor transportation systems, which contribute to resource protection by reducing vehicular traffic and provide a forum for interpretive presentations, will be funded from fee revenues.

Cultural Resource Preservation Program (Resources Management) 6.2

Stabilization and preservation work on archeological and historic sites, historic and prehistoric structures, cultural landscapes, and museum collection materials as well as a variety of studies and research related to cultural resources will now be funded from the fee program.

Natural Resource Preservation Program (Resources Management) 7.6

Fee revenues will fund the Natural Resources Preservation Program which focuses on short duration natural resource management, monitoring, and research projects.

Informational Publications 4.0

All informational publications developed and published through the Harpers Ferry Center will be funded from fee revenues. Folders are especially important in the Fee Program and aid in both interpretive programs, resource protection, and visitor safety in the parks.

Volunteers-in-Parks 1.0

The Volunteers-in-Parks Program will be entirely funded from fees. Interpretation is one of the primary tasks performed by these volunteers.

Cultural Cyclic Preservation (Resources Management)..... ... 7.5

Fee revenues will be used to fund the cyclic preservation needs of the Service's diverse cultural resources.

Repair and Rehabilitation to Protect Park Resources (Maintenance) 8.4

Fee revenues will be used to fund part of the Repair and Rehabilitation Program, specifically projects that contribute to the protection and preservation of park resources. Examples of these activities include hazardous tree removal, trail maintenance and repair, maintenance of cultural landscapes, and repair of fire and security systems in historic structures.

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Enhanced Park Operations 18.5

A major portion of the fee revenues will be returned directly to parks to enhance park operations, specifically interpretation, research, resource management, and maintenance related to natural resources.

Total programs funded from Recreation Fees 74.3

Other highlights of the 1988 budget request include:

Operation of the National Park System

The 1988 budget request for the "Operation of the National Park System" appropriation is $714.8 million, an increase of $41 million from the 1987 appropriation.

The net increase results primarily from adjustments made for higher fixed costs and a limited number of program changes.

Fixed-cost increases include funding for the 1987 pay increase (+$14.1 million), the Federal Employees' Retirement System (+$19.5 million), GSA rental space (+$.5 million), payment to the Employees' Compensation Fund (+$.3 million), and Servicewide costs for FTS and postage (+$.5 million).

Major program increases are proposed for the United States Park Police (+$7.8 million) for overtime pay, improvements to facilities, three rookie recruit classes, and equipment; for Enhanced Park Operations (+$3.5 million) for interpretation, research, and resource management, as discussed above; for Resources Management (+$1.6 million) for grizzly bear management, cultural resources studies and inventories, and natural resource monitoring; for additional fee collection costs (+$1.5 million); and for the newly established Great Basin National Park (+$.75 million). Other increases are requested for Informational Publications (+$.5 million) to support increased production of park folders and other publications, and for the Volunteers-in-Parks Program (+$.5 million). Finally, the request includes +$1.755 million to cover one-time costs associated with the centralization of finance operations.

These increases are offset in part by decreases for activities or studies which will be completed by 1988. These include support for the President's Commission on Americans Outdoors (-$.3 million), the Bicentennial of the U.S. Constitution celebration (-$.4 million), a feasibility study of the Village of La Mott, Pennsylvania (-$.2 million), Harpers Ferry interpretive exhibits (-$.08 million), support for the Town of Harpers Ferry police force (-$.08 million), a development concept plan for New River Gorge (-$.09 million), resource and habitat studies at Organ Pipe National Monument (-$.2 million), the 1987 Assembly of the International Council on Monuments and Sites (-$.1 million), restoration work at the James A. Garfield National Historic Site (-$.5 million), a grant to the Johnstown Flood Museum (-$.4 million), and restoration work at the Warren G. Harding

General Statement

Rose and Tomb (-$.5 million). Funding in 1988 is not requested for Western Hemisphere Technical Assistance (-$.25 million), continued restoration work on Jubilee Hall at Fisk University (-$.2 million), and planning and development of Steamtown National Historic Site (-$8.0 million).

National Recreation and Preservation Programs

The proposed level includes base adjustments for increased Federal pay (+$.3 million) and the Federal Employees' Retirement System (+$.5 million). Reductions are proposed in technical assistance to State and local governments, nationwide recreation data collection and policy analysis activities, and the transfer of surplus Federal real property (-$.3 million). River and trail conservation assistance will be eliminated (-$1.0 million). Increases are proposed for environmental compliance reviews and National Register Programs (+$.3 million).

Construction

The 1988 request for Construction is $30.9 million to fund 11 projects in 10 park areas. Four projects totaling 60 percent of the request represent planned 1988 phases of previously funded projects. All projects address health and safety or resources protection objectives.

John F. Kennedy Center for the Performing Arts

Funding for the John F. Kennedy Center for the Performing Arts is requested at a level which reflects base adjustments for 1987 pay increases and the Federal Employees' Retirement Fund.

Land Acquisition

No new acquisition funds are requested for specific parks in 1988. Sufficient funding is included to continue emergency acquisition and to pay anticipated deficiency court awards.

Historic Preservation Fund

No new budget authority is requested for grants to States and the National Trust for Historic Preservation.

Management Improvements

Centralized Administrative, Accounting and Payment Functions

Increased funding is requested (+$1,255) to facilitate the centralization of administrative accounting and payment functions scheduled for completion in fiscal 1990. Long-term savings will result from a decrease of 30 FTE's, but these savings are offset by one-time transition costs for relocation/severance pay, equipment, software, and transition office space. As noted above, these costs are included under the request for the "Operation of the National Park System" appropriation.

Park Management/Interpretation and Visitor Services

System, and to the significance and value of the particular park they are visiting and the visitors' personal relationship to that resource. By making these services available to all park visitors, visitor impact on the resource is decreased, as are visitor related accidents and maintenance, protection, and resources management problems. In many cases, interpretive programs provide the only contact visitors have with park personnel.

Personally conducted programs and services have been found to be the most effective means for imparting information and affecting visitor behavior in the parks. For that reason, the majority of services and programs available to park visitors through the interpretation and visitor services function is personally conducted by a professional staff of park rangers, naturalists, historians, archeologists, and interpretive technicians. These programs and services are specially designed to meet the above general program objectives. They include: manned information and orientation stations; information and orientation talks; general interpretive talks and evening programs; guided tours through caves, archeological ruins, historic buildings, and fragile natural resources; interpretive demonstrations; special education programs; and offsite programs and services. The National Park Service staff also provide, operate, and/or maintain a variety of nonpersonal services, facilities, and programs for park visitors. These include information and orientation publications, self-guiding trails and tours, exhibits and audiovisual presentations.

The type of interpretive programs and visitor services offered in any particular area depends upon two factors:

1. The particular park resource involved, including how much visitor use it can withstand without being damaged; and

2. The types of actual and/or potential park visitors expected, their number and their needs. Every effort is made to identify and meet the needs of all park visitors. A special effort is made to provide for the needs of physically and culturally handicapped visitors.

The base program is described in more detail as follows:

	Base Funding ($ in thousands)	
1. General information and orientation services.....	$53,373	1,742 FTE

Basic interpretation and visitor services concentrate on ensuring that park visitors have a safe and enjoyable visit, preventing visitor related resource damage, developing an appreciation of the park's values, and forming a positive relationship between park visitors and the mission of the National Park Service. The services consist of:

-- Orientation and information services provided through personally conducted talks, informal roving assignments, evening programs, uniformed personnel at visitor information stations and visitor centers, audiovisual presentations, and publications.

-- Personally conducted tours that cannot be self-guiding because of safety needs of visitors and security needs to prevent potential damage by visitors (e.g., historic buildings, caves, archeological ruins, and other fragile or potentially hazardous resources open to visitors).
-- Self-guiding building tours, self-guiding trails, and exhibits. Special interpretive programs provided in response to visitor interest and park management needs.

2. Demonstrations..... $5,265 185 FTE

-- Living history programs, living farms, interpretive demonstrations, and other programs utilizing the creative and performing arts, including arts and crafts exhibits. Such activities strive for historical accuracy and high professional standards in order to present a realistic interpretation of historical events. This type of program enhances the experience of the park visitor and underscores the importance of the park's resources.
-- Demonstration or teaching by park staff of recreation skills, with particular emphasis on safety, emergency preparedness, and minimum resource impacts, for those activities which are relevant to the resources of the area.

3. Formal education activities..... $652 23 FTE

-- In-park, resource-based activities involving school children, adult education groups, and teachers using park study areas and other facilities to effectively enhance understanding of critical resource issues and increase appreciation of the educational role of National Park Service resources.
-- Offsite programs given at schools and community organization facilities near parks to expand the role and involvement of citizens at all levels in the National Park System.

4. Harpers Ferry Center..... $6,904 165 FTE

Located in Harpers Ferry, West Virginia, this interpretive design center is responsible for the design and construction of audiovisual programs, museum and wayside exhibits and traveling exhibits and shows. The Center is also responsible for the publication of posters, handbooks, and park folders (funded under the Informational Publication budget subactivity), the maintenance and rehabilitation of interpretive exhibits, and the preservation of valuable museum objects. Base funding for Center operations reflected under this subactivity is distributed as follows:

Function	Base Funding ($ in thousands)	FTE
Museum exhibit maintenance	$469	10
Audiovisual exhibits and displays	1,140	38
Exhibit preservation and rehabilitation	4,076	98
Museum reference services	1,198	19
Training support	21	--
Total	6,904	165

795

Justification of Program and Performance

Activity: Park Management
Subactivity: Informational Publications

(dollar amounts in thousands)

Program Elements	'86* Enacted	1986 Base	1987 Estimate	Inc.(+) Dec.(-) from 1987	Inc.(+) Dec.(-) from Base
Informational Publications (FTE-1)	$ 3,[illegible] (83)	3,454 (83)	3,954 (83)	+$54 (--)	+$500

Authorization

16 U.S.C. 1 The National Park Service Organic Act

Objectives

To supply each park with current folders and maps for distribution to visitors at a ratio of one folder for each 10 visitors.

To produce, for sale through the Government Printing Office, inexpensive items and charts for parks needing such publications to supplement onsite interpretation.

Base Program

The base program for the Informational Publications Program includes increased funds in 1986 for the '42" pay increase and adjustments for the Federal Employees' Retirement System (FERS).

Park publications have been associated with NPS visitor services from the earliest days. Their purpose is to help visitors get around an area of their park as well as to inform them about the park's purposes, regulations, accommodations, and safety precautions. One of the important tasks is to protect the site resources and the Government's interest in the event of tort claims by the safety messages contained in the folders.

National Park Service publications consist of Maps, Folders, and Site Bulletins that help visitors learn about a park's unique resources through a brief visual reference; and Handbooks, Systemwide Guides, Charts and Posters that deal with the park story in greater depth, or through display approaches.

Park folders are supplied free to visitors upon their entrance to most parks. Since these folders are frequently the first contact visitors have with the management of a park, they must be stimulating, comprehensible, and reliable.

Park Management/Volunteers in the Parks

Increase for 1988

	1988 Base	1988 Estimate	Increase
($)	500	1,000	+500
(FTE-T)	--		--

The proposed additional funding will increase the amount available to reimburse volunteers for out-of-pocket costs to the full level authorized by P.L. 98-540. It is anticipated that this will substantially increase the numbers of volunteers, especially some elderly individuals who need reimbursement for incidental expenses in order to participate. The value of work received is expected to more than double as a result of this increase.

The proposed increase also assumes the enactment of permanent fee legislation that would authorize the use of volunteers to collect recreation fees in units of the National Park System.

Distribution of increase by object class

The object class detail for the proposed increase of $500,000 is as follows:

	Amount
Other services	+$500,000

Justification of Program and Performance

Activity: Park Management
Subactivity: Enhanced Park Operations

(dollar amounts in thousands)

Program Elements		1987 Enacted	1988 Base	1988 Estimate	Inc.(+) Dec.(-) from 1987	Inc.(+) Dec.(-) from Base
Enhanced Park Operations	($)	15,000	15,000	18,500	+3,500	+3,500
	(FTE-T)	(--)	(--)	(--)	(--)	(--)

Authorization

Public Law 99-591

Objectives

To enhance park operations, protect park resources, and improve visitor services in all areas of the National Park System using revenues from recreation fees.

Base Program

Background

Although the concept of entrance and user fees has remained an approved and constant feature of park operations since the early 20th Century, entrance fees for units of the National Park System were not raised or initiated between 1972 and 1987. In 1987, the National Park Service proposed permanent recreation fee legislation which, if approved, would have shifted some of the burden of providing and maintaining recreation areas from the general taxpayer to those individuals who use and benefit from this service. This legislation was not enacted however. Instead, Congress added language to the 1987 Appropriations Act (P.L. 99-591) authorizing entrance fees for most units of the National Park System, except where legislatively prohibited, to protect and preserve park resources and improve visitor services. This authority was extended only until the end of 1987 and will be superseded by any permanent statutory language if enacted during 1987.

The authority granted to the Service in 1987 capped the single visit rates at a maximum of $5 a vehicle and $3 a person, and established $25 as the maximum fee for a Golden Eagle Passport. The language also provided for the establishment of an annual park pass for each park charging an entrance fee and capped the price of such a pass at $15. Children under 12 years of age were exempted from any entrance fees and all parks which "provide significant outdoor recreational opportunities in an urban environment and to which access is publicly available at multiple locations" were prohibited from charging a fee. Congress appropriated additional funds under the Operation of the National Park System

appropriation to carry out the intent of the fee proposal. In providing these monies in advance of implementing the expanded fee program, Congress assumed that $54 million in recreation fees would be collected during 1987 and deposited in the General Fund.

The funds added by Congress included $15 million to enhance park operations in the areas of resource protection, research, interpretation, and maintenance activities related to resource protection. A formula for allocating these funds was specified in the appropriation language:

> "...50 percent shall be provided to all units of the System based on each unit's proportion of park operating expenses, and 50 percent shall be provided to units with entrance fees based on each collecting unit's proportion of total entrance fee collection:"

The purpose of this formula was to provide an incentive to those parks that collect entrance fees, while ensuring that all units benefit to some extent from the additional funds provided by Congress.

Congress also appropriated an additional $3.5 million to cover the cost of expanded fee collection activities. These funds are shown under the Visitor Protection and Safety subactivity in this budget.

Current Status

The Service has allocated the $15 million based on the mandated formula. The first $7.5 million were distributed based on the park budget figures shown in 1987 column of the 1987 budget justifications (pages NPS 118-135). Following a detailed review of proposals from park areas, the $3.5 million available for increased fee collection costs were distributed to 104 parks, including 72 new fee areas, to initiate or expand entrance fee programs. The principal criteria used to allocate the fee collection funds was the ratio of projected revenue to the cost of collection. Other factors considered included the need for expensive capital improvements, lengthy start-up schedules, and other legal or logistical problems. The 72 new fees areas represent the highest priority sites for entrance fee programs. Additional parks will be added in subsequent years assuming permanent authority is enacted.

The 72 proposed new areas, together with the 62 current fee sites, brings to 134 the number of parks where entrance fees will be charged in 1987. Based on this list of proposed fee areas and updated revenue estimates, the second $7.5 million have been distributed to the 134 park areas following the mandated formula.

Listed below are examples of how the $15 million provided for research, resources management, interpretation, and maintenance for resources management will be used in 1987:

Senator BUMPERS. Ms. Johnson, thank you.

Let me just say that I have visited Point Reyes last year for the first time, and it truly is a magnificent place. I am familiar with the history of that and the fact that your husband was in Congress and was responsible for it and is, as I understand, now buried within the seashore. So I can understand your deep and abiding interest in what happens to that seashore.

Ms. JOHNSON. Thank you.

Senator BUMPERS. My daughter is now living in San Francisco, and she spends a lot of time up there. As a matter of fact, she is the one who took me up there. It really is a magnificent place.

Mr. Jarvis.

STATEMENT OF T. DESTRY JARVIS, VICE PRESIDENT, NATIONAL PARKS AND CONSERVATION ASSOCIATION

Mr. JARVIS. Thank you, Mr. Chairman. It is a pleasure to be before you today. I would like to summarize my statement very quickly.

In general, the issue of the disparity between more use and less money for the national parks is the reason why we are before you today supporting enactment of H.R. 1320.

Inherent in any fee program, however, is obtaining and holding the support of the user. We feel very strongly that there are certain criteria that apply to an entrance fee program that must be adhered to in order to not lose the support of the user while providing sufficient supplementary funding for central programs.

The fees should not be assessed with any idea of making the park self-sufficient from fees. Fee collection should not be used to offset or reduce funds otherwise available. The Park Service should retain the funds thus derived. The allocation should be based on resource needs to avoid gilding the most popular parks. Fees should not be considered as an access fee, as a fee for the right of access to the park. The fee should be based on the impact of the visitor on the resource and that visitor's use of park resources and so justified to the public.

Any fee program should have sufficient flexibility to take into account the kinds of problems that you, yourself, have noted this morning with water access parks, cave parks, historic parks in urban areas, et cetera. Fees should not be so prohibitively high as to prevent the use of national park areas by citizens at any level in the socioeconomic ladder.

In my statement I have tried to make, I think, some important distinctions between user fees and entrance fees and also to present some of the historical problems that the Park Service has in some cases brought about on itself from past failures in fee programs. Hopefully, those can be avoided in the future.

One of the most important problems and the reason many public interest organizations in the past have opposed park fees, particularly user fees, is because of the apparent inequity which exists in fee programs when people are asked to pay for entrance to a national park, and yet many other types of uses of public lands have no fee, uses which are more disruptive. For example, simple things

such as firewood collection or rockhounding, rock collection, have no fee associated with them.

More serious are the inequities of, for example, the 1872 Mining Law where minerals are extracted with no revenue to the Federal Government. So when people are charged user fees for the public lands for recreation, many people have objected to the idea that this is true when others can extract resources from the public lands at no charge.

I am not suggesting that you amend the 1872 mining law on this act, but I do want to point out that there are these problems which exist.

Specifically with regard to H.R. 1320, I would like to speak in favor of the urbanized exemption and do so by example. In the list of 26 areas that Assistant Secretary Horn referred to in his testimony, let me give you just a couple of examples.

With Independence National Historic Park in Philadelphia, the historic structures in that unit are actually owned by the city of Philadelphia, not the Park Service. The city has felt they do not want to charge a fee for those structures. The Park Service would propose to charge the fee at the visitor center. What that will do, in my opinion, is discourage people from going to the visitor center. They will go to Independence Hall and other historic structures but not the visitor center.

That orientation that the visitor obtains at the visitor center is really essential, in my opinion, to understanding the historical context in which that site of our heritage is important. If they simply go to the historic structures, they will not have the total context. They will miss the essence of this educational opportunity.

At Manassas Battlefield here in this metropolitan area, I believe that unit should have dropped out because of the multiple access. That park is trisected by three major highways, an interstate and a major U.S. highway running east-west, I-66 and 29211 and north-south by Route 234. The only place it will be feasible to charge a fee there is, again, at the visitor center or on the road to the visitor center.

People will still be able to use that park extensively for recreation, because many of the picnic sites, many of the fields that are used for frisbee throwing or whatever, are accessible on public U.S. highways, and there will be no fee there. They will have to pay a fee, however, to get to the visitor center, and many will not. They will avoid the fee and miss the historic interpretation essential to that area.

There are other examples of areas that will drop off the list which I think could appropriately be a fee collection area. Prince

William Forest Park, for example, which is 35 miles south of the Washington metropolitan area, has one very distinct entrance that would be appropriate for an entrance facility.

Another example which will be a problem for the Park Service because of the definition of "unit" of the system would be Saguaro National Monument in Tucson where the east unit, the Rincon Mountain unit, is a traditional type of park where people go often and stay in the back country for several days at a time. It has extensive trail facilities, a lovely visitor center, a nice interpretive loop drive, et cetera. A fee has been charged there for a number of years and would be continued.

Under this legislation, the western unit, the Tuscon Mountain unit, would begin to charge a fee. It has multiple access points. It is largely a day use area. No one spends the night there. It has an important desert interpretive program that I think many would avoid if a fee suddenly where there.

I think another amendment that would be appropriate to this legislation is with regard to the youth exemption. I see no reason why——

Senator BUMPERS. With regard to what, Destry?

Mr. JARVIS. The youth exemption. There is a provision, subsection 2(a)(5), which sets the youth exemption age at 16. I think that should be at 18. I see no reason why a high school junior should get in free and a senior should have to pay. This would apply without regard to the exemption for organized school groups.

I think if we are going to set 18 as the drinking age and otherwise use that age as an important break point in the lives of our youth that it should apply in this case as well.

We will and do support the allocation formula contained in the legislation, particularly with regard to the restrictions on the use of these funds to resource management and protection, interpretation, and research. Those progams of the Park Service have historically been tremendously underfunded and are directly relative to the visitor experience and the continuation and perpetuation of these parks. We very strongly support that.

We support the elimination of the provision that is contained in the administration's bill for the allocation of these funds to maintenance. Even though related to resource, maintenance tends to soak up the vast majority of Park Service funding. It has benefited from the PRP program of the last 5 years. It gets the funds from concession franchise fees and the visitor facilities fund. We think resources and interpretation should get these funds.

With regard to the actual allocation formula containe in H.R. 1320, while that is an acceptable formula, I think a better formula would be to allocate, as the bill does, 50 percent to the collecting parks but then split the other 50 percent, 25 percent to the noncollecting parks exclusively and 25 percent to a central fund to be allocated by the director based on project priority systemwide.

One of my fears in this formula that is contained now in H.R. 1320 is that it tends to reward the most popular parks unnecessarily, and those that have the highest visitation will in some cases have more money than they can efficiently use; hence, my reference to guilding the most popular parks.

Many of the parks with the most severe resource problems are the ones that have low visitation and need enhancement of their resource and research funding without regard to whether they collect a fee or not.

Finally, Mr. Chairman, any discussion of the collection of supplemental revenues for the parks must take into account the role that the Office of Management and Budget will play and the frustration of the entire proposal. OMB will attempt to use these funds to offset general appropriations, and we must be vigilant every fiscal year to assure that this does not happen.

Any proposed legislation and its accompany legislative history must make it abundantly clear that this program is supplemental and absolutely specific as to how the collected funds are to be used. Otherwise, this whole thing will have been for naught. There will be no benefits to the user.

Thank you very much.

[The prepared statement of Mr. Jarvis follows:]

STATEMENT OF T. DESTRY JARVIS, VICE PRESIDENT
NATIONAL PARKS AND CONSERVATION ASSOCIATION

BEFORE THE SUBCOMMITTEE ON
PUBLIC LANDS, NATIONAL PARKS AND FORESTS

U.S. SENATE
HR 1320

APRIL 27, 1987

Mr. Chairman and Members of the Subcommittee, I am T. Destry Jarvis, Vice President, National Parks and Conservation Association (NPCA), headquartered at 1015 31st Street NW, Washington DC. Since 1919, NPCA has served as a private, nonprofit defender of the resources and purposes of the units of the National Park System. We appreciate the opportunity to appear before the subcommittee today to discuss the issue of recreational fees on public lands. The collection of fees authorized in the Land and Water Conservation Fund Act has a long and bumpy history, which has resulted in total confusion over what the objectives are or should be for a federal recreational fee policy.

BACKGROUND

Many of our National Park System units offer visitor services, activities and facilities, where capital expenditures and specialized staffs are needed and appropriate. These areas are experiencing greater demand on the resource and, at the same time, coping with smaller budgets. The challenge of coping with this disparity between more use and less money continues to test the ability of the Park Service to ensure the perpetuation of the resource and the opportunity to use it with the support of park visitors. One of the major components in any discussion of fees is obtaining and holding the support of the user. Sound recommendations for a broad policy that covers all federal recreation areas will be necessary. We can no longer accept haphazard, irrational, case-by-case decision-making on the application of fees.

It seems to me that there are two key questions that we have to address and respond to in any kind of recreational fee program consideration. And those are, obviously, who pays and who benefits? The Congress and the various administrations, over the years, have debated this issue repeatedly, but concise conclusions and workable sclutions have been evasive.

National Parks and Conservation Association
1015 Thirty-First Street, N.W., Washington, D.C. 20007
Telephone (202) 944-8530

If we look back over the history of fees, the Park Service began its fee program in 1916 at Yellowstone. In 1926, the first Director of the Park Service, Stephen Mather, was called before the House Appropriations Committee to defend his fee program, which was an auto use fee based on the number of road miles in the parks. Steve Mather had this to say to the Chairman of the Interior Appropriations Committee after being grilled by an antagonistic committee:

> When we fixed the automobile fees, we did so on a sort of haphazard basis. We took the approximate road mileage and made a charge of $10 for Yellowstone National Park. We made a charge of $7.50 for Yosemite National Park, and for other parks much less, because those two parks were the only ones that at that time had facilities. Later, as we developed our camping facilities in the parks, we got our minds off the fact that we were assessing this fee on the basis of mileage and figured that the only logical way to defend it was on the basis of service that we would render to the people in the parks. As rapidly as conditions would allow, we established these public camps on a better and better scale with more and more facilities, even down to the laundries for the women, with hot water. And we felt that we were giving much better service and were in a much better position to defend these charges than simply on the basis of a road charge.

It should be noted that by statistical comparison with these early park fees, the fees today are extremely low. Mather's $10 fee at Yellowstone and $7.50 fee at Yosemite would work out to about $83 in Yellowstone and about $65 at Yosemite.

In 1939, the Secretary of Interior said, "In making appropriations for the National Parks, Congress had imbued a development of a system of fees which would help to support their costs." In 1964, Morris Udall spoke for the majority in preparing the Land and Water Conservation Fund Act and said, "I cannot believe that American people are going to blame those in Congress who suggested those who use the facilities provided by taxpayers' money should pay a little bit more than those who do not when we're trying to acquire parks we need in the east, west, north and south."

The rationale concerning fees that was exemplified in the Land and Water Conservation Fund Act was based on a recommendation of the first Outdoor Recreation Resources Review Commission (ORRRC) in 1962. That commission articulated the principle that:

> Fees should be charged for those activities which involve exclusive use of facilities or which require the construction of specialized facilities by the government. Fee rates should be calculated to recover a reasonable

> portion of the cost of administering, operating and maintaining such facilities. It is urged that uniformity in user fees be established among agencies on the same level of government and among different levels of government. This fee structure will serve to stimulate provision of similar services by private operators who will otherwise be faced with competition from free government facilities.

In 1972, the Land and Water Conservation Fund Act was amended. The majority committee report reiterated the idea of user fees:

> Most members of the committee believe that those people who are fortunate enough to be able to take the time to use and enjoy these areas ought to be willing to help, to some reasonable degree, to defray the cost of providing them with these opportunities. No one wants to price anyone out of these outdoor areas, but neither do they want to unduly burden those who never visit such areas -- either for economic or other reasons -- with all of the costs of making these areas and their related facilities available.
>
> It seems so abundantly clear as to be almost axiomatic. Users of federal recreation areas should contribute more to federal recreation programs than non-users; frequent users should contribute more than occasional users; users of more sophisticated facilities should pay more than users of modest facilities; and users of modest facilities should pay more than non-users of any special facilities.

In 1979, the Carter administration's Office of Management and Budget suggested that they would reduce Park Service budgets by $12 million and order the Park Service to raise an additional $12 million by raising fees. Congress reacted negatively to this suggestion: the late Congressman Phil Burton managed to have an amendment enacted that froze entrance fees at the 1979 levels, where they remain today.

In 1982, the Reagan administration submitted to the Congress a legislative proposal entitled "Recreation Fees and Improvements Act of 1982." This act would have repealed the 1979 moratorium and would have charged fees to hikers, hunters, and fishermen. The legislation was described as being "necessary for full implementation of the President's program for economic recovery." This proposal also produced a strong negative response from Congress. Facing such determined opposition, that legislation was withdrawn by former Secretary Watt four days later.

Also in 1982, the General Accounting Office produced a study entitled "Increasing Entrance Fees -- National Park Service." It based its analysis of whether to charge fees on the six fee

criteria added to the Land and Water Convservation Fund Act in 1972: All fees shall be fair and equitable, taking into consideration:

1. the direct and indirect cost to the Government;
2. the benefits to the recipient;
3. the public policy or interest served;
4. the comparable recreation fees charged by non-Federal public agencies;
5. the economic and administrative feasibility of fee collection; and
6. other pertinent factors.

The report concludes that:

> The Congress should repeal the moratorium on increasing and initiating park entrance fees. The Park Service should determine what the fee levels should be for units in the National Park System, using the six legislative criteria. Had the Park Service used the criteria, the concerns of the Congress would have been addressed when it froze entrance fees in 1979. Higher and more widespread entrance fees would shift a more reasonable portion of park costs from taxpayers in general to park visitors.

Despite these various reports and these various actions, the bottom line today is that the federal fee policy is confused as to its objective, is inconsistently applied, is subject to continual Congressional and administration policy changes, and is lacking broad support and understanding. All of these defects must be corrected before there will ever be any kind of rational fee program.

Two major recreation fees are currently being charged within the National Park System, the user fee and the admission or entrance fee.

In general, NPCA philosophically supports user fees which are defined in the LWCF Act as fees collected for specialized outdoor recreation sites, facilities, and equipment. While these fees are generally accepted by park visitors, we believe that a portion of the revenues collected should be returned to the collecting point with the remainder distributed to needed projects at other sites or parks. The continuation of user fees should be contingent upon their use to enhance the activity that generated them and to mitigate impacts to the park's resources caused by the use.

The entrance fee has been and continues to be the subject of extensive debate. It is this fee on which a moratorium was placed in 1979 and it is the fee that we will discuss in depth today.

NPCA would support an entrance fee at appropriate non-urban NPS units if crucial conditions were met which are based on the following philosophical criteria:

* Fees should not be assessed with any idea of making national park programs self-sufficient.

* Fees collected should not be used to offset or reduce funds available through appropriation, but to augment or expand the existing programs.

* The NPS should retain the funds thus derived. These funds should be held in a central repository (or dedicated account) rather than being retained at the local unit which happens to collect the fees.

* The allocation of revenues collected should be based on resource needs to avoid gilding of the most popular areas and to assure that managers do not allow fee collections to become a dominant management factor. Allocations of collected fees will have to be subject to appropriation by Congress from a separate fund.

* Entrance fees should not be considered an access fee. Rather, fees should be based on the impact of the visitor on the resource and that visitor's use of the park resource and so justified to the public.

* Any fee program should have flexibility to ensure that proper consideration be given to the feasibility of collection, public policy, visitor benefits, comparable charges of non-federal agencies and other pertinent factors as described in the 1972 Land and Water Conservation Fund Act Committee report.

* Fees should not be prohibitively high as to prevent the use of national parks by citizens at any level of the socio-economic ladder;

User Fees

NPCA suggests that there is justification for a comprehensive federal user fee program heirarchy with at least six categories. They are:

1. NO FEE. No fee is applicable to general public lands for access where no special service is provided.

2. MINIMUM FEE. A nominal charge for the use of primitive backcountry campsites and trails.

3. MODEST FEE. This is for the minimal facilities: Park Service front country, walk-in campsites and BLM campsites for example.

4. OPTIMUM FEE. Where most of the federal fees fall today. The standard charge for Park Service and Forest Service developed car campgrounds in front country, Corps of Engineer recreation facilities, recreational vehicle usage, and so forth.

5. MAXIMUM FEE. This would cover the sort of extractive recreation uses of mineral collection, firewood collection, hunting and fishing. (In the case of hunting and fishing this fee already exists through license fees.)

6. EXTRACTION FEE. This is based on the percentage of the assessed value of commercial uses and would be applied to grazing, timering and mineral activities.

Specifically with regard to the bill pending before the Committee, NPCA recommends enactment of H.R. 1320 as the best combination of elements for a rational national park entrance fee program, with the necessary safeguards against unreasonably high fees; certainty as to which parks can and cannot charge entrance fees; and explicit allocation of fee revenue to worthy underfunded NPS programs.

With regard to the exemption for "urbanized" areas contained in subsection 2(a)(4)(A), NPCA feels that this is justified on several grounds. First, urban units of the system, which are recreational in character (mostly NRA's) generally provide a first experience with outdoor education opportunities for urban dwellers. These parks offer them perhaps their only meaningful exposure to the national park idea, and to the diversity of resources within the System. Of course, these areas also provide a wide range of appropriate recreational activities. These urban units are most often found with multiple entrances, as well, and would be impossible to manage for fee collection.

Similarly, the exemption for historic units which happen to be in urban areas is appropriate, for two reasons. These areas tend to be small, with maximum visit lasting less than two hours, rather than the multiple night, or at least day-long visits that are typical of more remote units of the System, which partially justifies free admission. In addition, the very fact that they are essential to the American public in understanding our cultural heritage is sufficient justification for not charging a fee in these areas.

The reference to NPS "unit" in subsection 2(a)(4)(A) should be revised. The problem is best illustrated by example. Currently, Saguaro National Monument charges an entrance fee at its Rincon Mountain subunit east of Tuscon, and has done so for

a number of years. This is appropriate, under the intent of H.R. 1320, since the Rincon subunit is a destination park of large size, with a large designated wilderness area, in which visitors often spend several days and nights in the backcountry. On the west side of Tuscon, the Tuscon Mountain subunit of Saguaro NM has never charged a fee, but is starting to do so this year. This unit of the monument is largely a day-use area, of smaller size, with little or no overnight use. NO fee should be charged here, under the definition of "urbanized area" in H.R. 1320. However, the two subunits are both parts of Saguaro National Monument, and pursuant to the bill as written, the NPS would still be able to charge an entrance fee for the Tuscon Mountain subunit. Language should be added to deal with this potential problem, which may also occur elsewhere in the System.

As a technical point, subsection 2(a)(5) should be amended to change the youth exemption to 18 years of age. Since many park visitors are high school students, which is to be encouraged, we can see no good reason for cutting off the free admission age at the sophomore/junior level, rather than also including the junior/senior level. The parks are an invaluable educational and recreational experience for all teenagers, and should be free for them.

The formula proposed in H.R. 1320 for the splitting of fee revenue is an appropriate one. We especially endorse the allocation of entrance fee revenue in parks to resource management, interpretation, and research. While maintenance is a worthy task of the Service, it too easily could absorb all entrance fee monies, whereas the programs of interpretation, resource management and research are less well funded at present, and will provide more lasting benefit to the public from the allocation of fee revenue to these areas.

With regard to the formula for allocation, while we could accept the method of allocation provided in the bill, a better formula, in our minds, would be to retain the 50% allocation to collecting parks as provided, distribute 25% among the non-collecting parks based on the percent of operating budgets as provided, and retain the remaining 25% in a central account to be allocated by the NPS Director for the highest priority projects needing funding, within the restraints imposed by the bill to allocate the entrance fees only for resource protection, research, and interpretation. By this means, the Congress would further assure that entrance fee revenues are being allocated to truly worthy projects, and that all of these funds are not simply going to pay for the salaries of more seasonal employees.

Conclusion

Any discussion regarding the collection of supplemental revenues for targeted activities must consider the role that the Office of Management and Budget will play in frustrating the entire

scheme. Since OMB will attempt to use these recreation fees to offset general appropriations, any proposed legislation and accompanying legislative history that may be developed must be absolutely specific about how the collected funds are to be used. OMB's penchant for obscuring supplementary revenues must be curtailed as much as possible.

NPCA wishes to reiterate that providing funds for the basic operation of the NPS has been and should continue to be the responsibility of the Federal Government. Fees collected from visitors, either the individual entrance, the user fees, or the proceeds from the Golden Eagle Passport, should be used to augment basic park programs of interpretation, resource management, and research.

Support of these fees will occur if and when the visitor is informed about how they will be used. Each visitor to an area impacts the resources to a greater or lesser degree, depending upon the chosen activity. In many of the national park units a visitor's experience is enhanced by specialized equipment, staff, and/or facilities. User fees and entrance fees can make the difference if properly utilized. It is in the interest of all visitors to be informed about how their individual contribution will be used.

Finally, the NPS must continue to provide free entrance at those sites where fee collection will discourage the major portion of the local population or where collection of fees is infeasible due to a multitude of entrances. Thus, NPS units located within urban areas should be excluded from fee collection. NPCA stands ready to work with Director Mott and/or this Committee in the development of an appropriate, rational, and effective fee program, which will be understood by and accepted by the public. Thank you for the opportunity to appear before the Committee, and I will be happy to answer any questions.

Senator BUMPERS. I thank you all very much for your splendid and enlightened testimony. Let me say that I agree with virtually everything all of you said and particularly the last point you made, Destry.

That is the reason this whole process got torpedoed and waylaid before, because obviously they were trying to use it for whatever purpose they wanted. Everybody wants to deal with the deficit, and nobody wants to spend money wastefully; but if you are going to ask people to pay because of the pressure on the park system, then the money ought to be used to accommodate that pressure.

The reason the Land and Water Conservation Fund is going to be continued is because from time to time we have to buy additional land adjoining these parks and just occasionally to create new ones or to pay for what we are already committed to pay for.

One of the great flaws of this administration as far as the Park Service is concerned is that absolute objection to ever buying another acre of ground despite the fact that park visitation has been going up exponentially. In urban areas, the pressures have been extremely great, very intense. If you read the President's own commission which he put together, Americans Outdoors, it is emphatic on all of these points.

So all I can say is I am going to ask Chairman Johnson to set this for markup at the very earliest possible time and to take into consideration all of the comments you have made. The one point, of course, that I think is the most important of all—incidentally, you know, the pressures are going to be intense from some of the Senators because they want everything exempted in their states, so all the parochial interests will have to be accommodated. It will not be accommodated, but certainly it will have to be addressed here.

I might also say that when you think about a $5 charge, you can overcome that; but, for example, if you are going into the Grand Canyon in a vehicle, what is the present charge? When you go from $2 per vehicle to $10 per vehicle, as you would under the House bill, that is a 500 percent increase. While $10 does not sound like much, if you are crossing the country with three kids in the back seat as my father and mother did with me in 1936 when we visited all of these parks—we went to Yosemite and Grand Canyon and Yellowstone and all of them—for some people that still constitutes quite a burden.

Now, the one thing the administration wants that they will not get, of course, is a $40 fee for the Golden Eagle. In my opinion, the House bill is infinitely preferable at $25 on that.

Well, any additional thoughts that any of you have that you would like to address to me or any other member of the committee before we go to markup, I will be delighted to hear from you. I thank all of you for your testimony. Thanks for being here this morning.

The committee will adjourn.

[Whereupon, at 11:15 a.m., the hearing adjourned.]

APPENDIXES

APPENDIX I

Responses to Additional Committee Questions

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

May 21, 1987

Honorable Dale Bumpers
Chairman, Subcommittee on Public Lands,
National Parks and Forests
Committee on Energy and Natural Resources
United States Senate
Washington, D.C. 20510

Dear Senator Bumpers:

Enclosed are our responses to the questions on H.R. 1320, the National Park Entrance Fee legislation, which accompanied your letter of April 27.

We appreciate the opportunity to supplement our testimony.

Sincerely,

William P. Horn
Assistant Secretary for Fish
and Wildlife and Parks

Enclosures

PARK ENTRANCE FEES

1. Question: Would you please provide, for the record, a list of each it of the National Park System depicting the following:

(A) The entrance fee charged as of September 30, 1987;
(B) The entrance charged after that Date pursuant to the Continuing Resolution;
(C) The entrance fee that would be imposed under the Administration proposal; and
(D) The entrance fee that would be imposed under the House-passed Bill.

Answer: Current and proposed entrance fees within the above categories are own in the following table:

NATIONAL PARK SERVICE - SINGLE VISIT RATES FY 1986, FY 1987, AND FY 1988

PARK	(A) RATE AS OF SEPTEMBER 30, 1986		(B) RATE UNDER P.L. 99-591		(C) RATE UNDER 1988 NPS PROPOSAL		(D) RATE UNDER H.R. 1320	
	VEHICLE	PERSON	VEHICLE	PERSON	VEHICLE	PERSON	VEHICLE	PERSON
ACADIA NP	--	--	$5.00	$2.00	$5.00	$2.00	$5.00	$2.00
ADAMS NHS	--	$0.50	--	$2.00	--	$2.00	--	$2.00
ANDERSONVILLE NHS	--	--	--	$1.00	--	$1.00	--	$1.00
ANDREW JOHNSON NHS	--	$0.50	--	$1.00	--	$1.00	--	$1.00
ANTIETAM NB	--	--	--	$1.00	--	$1.00	--	$1.00
APPOMATTOX COURTHOUSE NHP	$1.00	$0.50	--	$1.00	--	$1.00	--	$1.00
ARCHES NP	$1.00	$0.50	$5.00	$2.00	$5.00	$2.00	$5.00	$2.00
ARKANSAS POST NMEM	--	--	--	--	--	$1.00	--	$1.00
* ARLINGTON HOUSE-ROBERT E LEE NMEM	--	--	--	--	--	$1.00	--	--
ASSATEAGUE ISLAND NS	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
AZTEC RUINS NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
BADLANDS NP	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
BANDELIER NM	$1.00	$0.50	$5.00	$2.00	$5.00	$2.00	$5.00	$2.00
BENT'S OLD FORT NHS	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
BIG BEND NP	--	--	$5.00	$2.00	$10.00	$4.00	$5.00	$2.00
BIG HOLE NB	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
BLACK CANYON OF THE GUNNISON NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
BOOKER T WASHINGTON NM	--	--	--	--	--	$1.00	--	$1.00
BRYCE CANYON NP	$2.00	$0.50	$5.00	$2.00	$5.00	$2.00	$5.00	$2.00
* CABRILLO NM	--	--	$3.00	$1.00	$3.00	$1.00	--	--
* CANAVERAL NS	--	--	$3.00	$1.00	$3.00	$1.00	--	--
CANYONLANDS NP	$1.00	--	$5.00	$2.00	$5.00	$2.00	$5.00	$2.00
CAPE COD NS	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
CAPITOL REEF NP	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
CAPULIN MOUNTAIN NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
CARL SANDBURG NHS	--	--	--	$1.00	--	$1.00	--	$1.00

* Parks in Metropolitan Statistical Area

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	VEHICLE	PERSON	VEHICLE	PERSON	VEHICLE	PERSON	VEHICLE	PERSON
CASA GRANDE NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
CASTILLO DE SAN MARCOS NM	--	$0.50	--	$1.00	--	$1.00	--	$1.00
CEDAR BREAKS NM	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
CHACO CULTURE NHP	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
CHICKAMAUGA AND CHATTANOOGA NMP	--	$0.50	--	$1.00	--	$1.00	--	$1.00
CHIRICAHUA NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
CHRISTIANSTED NHS	--	--	--	$1.00	--	$1.00	--	$1.00
• CLARA BARTON NHS	--	--	--	--	--	$1.00	--	--
COLONIAL NHP	$2.00	$1.00	$5.00	$2.00	$5.00	$2.00	$5.00	$2.00
COLORADO NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
COWPENS NB	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
CRATER LAKE NP	$2.00	$0.50	$5.00	$2.00	$5.00	$2.00	$5.00	$2.00
CRATERS OF THE MOON NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
CUMBERLAND ISLAND NS	--	--	--	$2.00	--	$2.00	--	$2.00
CUSTER BATTLEFIELD NM	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
• DE SOTO NMEM	--	--	--	--	--	$1.00	--	--
DEATH VALLEY NM	--	--	--	--	$5.00	$2.00	$5.00	$2.00
DEVILS TOWER NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
DINOSAUR NM	--	--	$5.00	$2.00	$5.00	$2.00	$5.00	$2.00
EDISON NHS	--	$0.50	--	$2.00	--	$2.00	--	$2.00
EFFIGY MOUNDS NM	--	--	--	$1.00	--	$1.00	--	$1.00
EISENHOWER NHS	--	--	--	$1.00	--	$1.00	--	$1.00
EL MORRO NM	$1.00	$0.50	--	$1.00	--	$1.00	--	$1.00
EVERGLADES NP	$2.00	$0.50	$5.00	$2.00	$10.00	$4.00	$5.00	$2.00
FLORISSANT FOSSIL BEDS NM	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
• FORD'S THEATER NHS	--	--	--	$1.00	--	$1.00	--	--

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PARK	(A) RATE AS OF SEPTEMBER 30, 1986		(B) RATE UNDER P.L. 99-591		(C) RATE UNDER 1988 NPS PROPOSAL		(D) RATE UNDER H.R. 1320	
	VEHICLE	PERSON	VEHICLE	PERSON	VEHICLE	PERSON	VEHICLE	PERSON
* FORT CAROLINE NMEM	--	--	--	--	--	$1.00	--	--
FORT CLATSOP NMEM	--	--	--	$1.00	--	$1.00	--	$1.00
FORT DAVIS NHS	$1.00	$0.50	--	$1.00	--	$1.00	--	$1.00
FORT DONELSON NMP	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
FORT FREDERICA NM	--	--	--	$1.00	--	$1.00	--	$1.00
FORT LARAMIE NHS	--	--	--	$1.00	--	$1.00	--	$1.00
FORT LARNED NHS	--	--	--	--	--	$1.00	--	$1.00
* FORT MCHENRY NM & HISTORIC SHRINE	--	--	--	$1.00	--	$1.00	--	--
FORT NECESSITY NB	--	--	--	$1.00	--	$1.00	--	$1.00
FORT PULASKI NM	$1.00	$0.50	--	$1.00	--	$1.00	--	$1.00
FORT SCOTT NHS	--	--	--	$1.00	--	$1.00	--	$1.00
* FORT SMITH NHS	--	--	--	$1.00	--	$1.00	--	--
* FORT STANWIX NM	--	--	--	$1.00	--	$1.00	--	--
FORT UNION NM	--	--	--	--	--	$1.00	--	$1.00
* FORT VANCOUVER NHS	--	--	--	$1.00	--	$1.00	--	--
FORT WASHINGTON	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
* FREDERICK LAW OLMSTED NHS	--	--	--	--	--	$1.00	--	--
FREDERICKSBURG/SPOTSYLVANIA NMP	--	--	--	--	--	$1.00	--	$1.00
GEORGE ROGERS CLARK NHP	--	--	--	--	--	$1.00	--	$1.00
GEORGE WASHINGTON BIRTHPLACE NM	--	--	--	--	--	$1.00	--	$1.00
GEORGE WASHINGTON CARVER NM	--	--	--	$1.00	--	$1.00	--	$1.00
GLACIER NP	$2.00	$0.50	$5.00	$2.00	$10.00	$4.00	$5.00	$2.00
GOLDEN SPIKE NHS	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
GRAND CANYON NP	$2.00	$0.50	$5.00	$2.00	$10.00	$4.00	$10.00	$4.00
GRAND PORTAGE NM	--	--	--	$1.00	--	$1.00	--	$1.00
GRAND TETON NP	$2.00	$0.50	$5.00	$2.00	$10.00	$4.00	$10.00	$4.00

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	VEHICLE	PERSON	VEHICLE	PERSON	VEHICLE	PERSON	VEHICLE	PERSON
GRANT-KOHRS RANCH NHS	--	--	--	$1.00	--	$1.00	--	$1.00
* GREAT FALLS PARK (GWMP)	--	--	$3.00	$1.00	$3.00	$1.00	--	--
GREAT SAND DUNES NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
GULF ISLANDS NS	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
HALEAKALA NP	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
* HAMPTON MANSION NHS	--	--	--	--	--	$1.00	--	--
HARPERS FERRY NHP	--	--	--	$2.00	--	$2.00	--	$2.00
* HARRY S TRUMAN NHS	--	--	--	$1.00	--	$1.00	--	--
HAWAII VOLCANOES NP	--	--	$5.00	$2.00	$5.00	$2.00	$5.00	$2.00
HERBERT HOOVER NHS	--	--	--	$1.00	--	$1.00	--	$1.00
HOME OF FRANKLIN D ROOSEVELT NHS	--	$1.50	--	$2.00	--	$2.00	--	$2.00
HOMESTEAD NM OF AMERICA	--	--	--	--	--	$1.00	--	$1.00
* HOPEWELL FURNACE NHS	--	--	--	$1.00	--	$1.00	--	--
* INDEPENDENCE NHP	--	--	--	--	--	$2.00	--	--
ISLE ROYALE NP	--	--	--	$2.00	--	$2.00	--	$2.00
* JEFFERSON NAT'L EXPANSION MEM NHS	--	--	--	--	--	$1.00	--	--
JOHN F KENNEDY NHS	--	$0.50	--	$1.00	--	$1.00	--	$1.00
JOHN MUIR HOUSE NHS	--	--	--	$1.00	--	$1.00	--	$1.00
JOSHUA TREE NM	--	--	$5.00	$2.00	$5.00	$2.00	$5.00	$2.00
KINGS MOUNTAIN NMP	--	--	--	--	--	$1.00	--	$1.00
LASSEN VOLCANIC NP	$1.00	$0.50	$5.00	$2.00	$5.00	$2.00	$5.00	$2.00
LAVA BEDS NM	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
LINCOLN BOYHOOD NMEM	--	--	--	$1.00	--	$1.00	--	$1.00
LONGFELLOW NHS	--	$0.50	--	$1.00	--	$1.00	--	$1.00
* MANASSAS NBP	--	--	--	$1.00	--	$1.00	--	--
MARTIN VAN BUREN NHS	--	--	--	--	--	$1.00	--	$1.00

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	VEHICLE	PERSON	VEHICLE	PERSON	VEHICLE	PERSON	VEHICLE	PERSON
MESA VERDE NP	$2.00	$0.50	$5.00	$2.00	$10.00	$4.00	$5.00	$2.00
MINUTE MAN NHP	--	$0.75	--	$1.00	--	$1.00	--	$1.00
MONTEZUMA CASTLE NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
MORRISTOWN NHP	--	$0.50	--	$1.00	--	$1.00	--	$1.00
MOUND CITY GROUP NM	--	--	--	--	--	$1.00	--	$1.00
MOUNT RAINIER NP	$2.00	$0.50	$5.00	$2.00	$10.00	$4.00	$5.00	$2.00
NATURAL BRIDGES NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
* OCMULGEE NM	--	--	--	$1.00	--	$1.00	--	--
OLYMPIC NP	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
ORGAN PIPE CACTUS NM	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
PADRE ISLAND NS	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
PEA RIDGE NMP	--	--	--	$1.00	--	$1.00	--	$1.00
PECOS NM	--	--	--	$1.00	--	$1.00	--	$1.00
PERRY'S VICTORY & INT'L PEACE MEM	--	--	--	$1.00	--	$1.00	--	$1.00
* PETERSBURG NB	--	--	--	$1.00	--	$1.00	--	--
PETRIFIED FOREST NP	$1.00	$0.50	$5.00	$2.00	$5.00	$2.00	$5.00	$2.00
PINNACLES NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
PIPE SPRING NM	--	$0.50	--	$1.00	--	$1.00	--	$1.00
PIPESTONE NM	--	--	--	$1.00	--	$1.00	--	$1.00
* PRINCE WILLIAM FOREST PARK	--	--	--	--	$3.00	$1.00	--	--
PU'UHONUA O HONAUNAU NHP	--	--	--	$1.00	--	$1.00	--	$1.00
ROCKY MOUNTAIN NP	$2.00	$0.50	$5.00	$2.00	$10.00	$4.00	$5.00	$2.00
SAGAMORE HILL NHS	--	$0.50	--	$1.00	--	$1.00	--	$1.00
SAGUARO NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
SAINT-GAUDENS NHS	--	$0.50	--	$1.00	--	$1.00	--	$1.00
SALINAS NM	--	--	--	$1.00	--	$1.00	--	$1.00

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PARK	(A) RATE AS OF SEPTEMBER 30, 1986		(B) RATE UNDER P.L. 99-591		(C) RATE UNDER 1988 NPS PROPOSAL		(D) RATE UNDER H.R. 1320	
	VEHICLE	PERSON	VEHICLE	PERSON	VEHICLE	PERSON	VEHICLE	PERSON
* SAN JUAN NHS	--	--	--	$1.00	--	$1.00	--	--
SARATOGA NHP	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
SCOTTS BLUFF NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
SEQUOIA/KINGS CANYON NP	$2.00	$0.50	$5.00	$2.00	$10.00	$4.00	$5.00	$2.00
SHENANDOAH NP	$2.00	$0.50	$5.00	$2.00	$5.00	$2.00	$5.00	$2.00
SHILOH NMP	--	--	--	$1.00	--	$1.00	--	$1.00
* STATUE OF LIBERTY NM	--	--	--	$1.00	--	$1.00	--	--
STONES RIVER NB	--	--	--	$1.00	--	$1.00	--	$1.00
THEODORE ROOSEVELT BIRTHPLACE NHS	--	$0.50	--	$1.00	--	$1.00	--	$1.00
THEODORE ROOSEVELT NP	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
TONTO NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
TUMACACORI NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
TUZIGOOT NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
* VALLEY FORGE NHP	--	--	$3.00	$1.00	$3.00	$1.00	--	--
VANDERBILT MANSION NHS	--	$1.50	--	$2.00	--	$2.00	--	$2.00
VICKSBURG NMP	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
WALNUT CANYON NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
* WASHINGTON MONUMENT	--	--	--	--	--	$1.00	--	--
WHITE SANDS NM	$1.00	$0.50	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
WHITMAN MISSION NHS	--	--	--	$1.00	--	$1.00	--	$1.00
WILSON'S CREEK NB	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
WRIGHT BROTHERS NMEM	--	--	$3.00	$1.00	$3.00	$1.00	$3.00	$1.00
WUPATKI/SUNSET CRATER NM	--	--	--	--	$3.00	$1.00	$3.00	$1.00
YELLOWSTONE NP	$2.00	$0.50	$5.00	$2.00	$10.00	$4.00	$10.00	$4.00
YOSEMITE NP	$3.00	$0.50	$5.00	$2.00	$10.00	$4.00	$5.00	$2.00
ZION NP	$2.00	$0.50	$5.00	$2.00	$5.00	$2.00	$5.00	$2.00

* Parks in Metropolitan Statistical Area

2. Question: Please provide, on that same table, if possible, a very brief note of why, under each proposal, a fee would not be charged (e.g. not economically feasible, multiple access points, located in an urban area, etc.).

Answer: Under the Administration's fee proposal for 1988, a total of 181 areas would not charge an entrance fee. A table listing these parks, grouped by the reason for their exclusion, follows.

In addition, a total of 26 parks which are included as entrance fee areas in the Administration's proposal would be prohibited, under H.R. 1320, from charging an entrance fee due to the classification of these parks as being located in or near "urban areas". The 26 parks are listed below:

Arlington House-Robert E. Lee National Memorial
Cabrillo National Monument
Canaveral National Seashore
Clara Barton National Historic Site
DeSoto National Monument
Ford's Theatre National Historic Site
Fort Caroline National Memorial
Fort McHenry National Monument and Historic Shrine
Fort Smith National Historic Site
Fort Stanwix National Monument
Fort Vancouver National Historic Site
Frederick Law Olmsted National Historic Site
Great Falls Park
Hampton National Historic Site
Harry S Truman National Historic Site
Hopewell Village National Historic Site
Independence National Historical Park
Jefferson National Expansion Memorial National Historic Site
Manassas National Battlefield Park
Ocmulgee National Monument
Petersburg National Battlefield
Prince William Forest Park
San Juan National Historic Site
Statue of Liberty National Monument
Valley Forge National Historical Park
Washington Monument

NATIONAL PARK SERVICE
NPS AREAS NOT RECOMMENDED FOR ENTRANCE FEE COLLECTION

PARKS PROHIBITED FROM COLLECTING ENTRANCE FEES
BY LEGISLATIVE OR OTHER LEGAL PROVISIONS (40 AREAS)

1 ABRAHAM LINCOLN BIRTHPLACE NHS
2-24 ALL ALASKA PARKS (23 PARKS)
25 AMERICAN MEMORIAL PARK
26 BISCAYNE NATIONAL PARK
27 BLUE RIDGE PARKWAY
28 CHANNEL ISLANDS NP
29 FORT POINT
30 FT. JEFFERSON NM
31 GREAT SMOKY MOUNTAINS NP
32 JOHN D. ROCKEFELLER PARKWAY
33 LINCOLN HOME NHS
34 MARTIN LUTHER KING NHS
35 MOUNT RUSHMORE NMEM
36 MUIR WOODS NM
37 NATCHEZ TRACE PARKWAY
38 POINT REYES NS
39 VIRGIN ISLANDS NATIONAL PARK
40 WAR IN THE PACIFIC NHP

PARKS WITH MULTIPLE ACCESS POINTS MAKING ENTRANCE FEES
LOGISTICALLY IMPOSSIBLE TO COLLECT (28 PARKS)

1 APOSTLE ISLANDS NL
2 BIG CYPRESS NPRES
3 BIG SOUTH FORK NR&RA
4 BIG THICKET NPRES
5 BUCK ISLAND REEF NM
6 C & O CANAL NHP
7 CASTLE CLINTON NM
8 CONGAREE SWAMP NM
9 CONSTITUTION GARDENS
10 CUMBERLAND GAP NHS
11 DELAWARE WILD AND SCENIC RIVER
12 FIRE ISLAND NS
13 GENERAL GRANT NMEM
14 GETTYSBURG NMP
15 GUADALUPE MOUNTAINS NP
16 HOT SPRINGS NP
17 KENNESAW MOUNTAIN NBP
18 LBJ MEMORIAL GROVE OTP NMEM
19 LINCOLN MEMORIAL
20 LOWER ST. CROIX NSR
21 NATIONAL CAPITAL PARKS

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NATIONAL PARK SERVICE
NPS AREAS NOT RECOMMENDED FOR ENTRANCE FEE COLLECTION

22 NATIONAL MALL
23 NEW RIVER GORGE NR
24 REDWOOD NP
25 RICHMOND NHP
26 ROCK CREEK PARK
27 SALEM MARITIME NHS
28 THOMAS JEFFERSON MEMORIAL

PARKS ESTABLISHED PRIMARILY TO PROVIDE
RECREATION IN URBAN AREAS (8 PARKS)

1 CHATTAHOOCHEE RIVER NRA
2 CHICKASAW NRA
3 CUYAHOGA VALLEY NRA
4 GATEWAY NRA
5 GOLDEN GATE NRA
6 GREENBELT PARK
7 INDIANA DUNES NL -
8 SANTA MONICA MOUNTAINS NRA

PARKS WHERE A USER FEE WOULD BE MORE APPROPRIATE
(33 PARKS)

1 AMISTAD NRA
2 BIGHORN CANYON NRA
3 BUFFALO NR
4 CAPE HATTERAS NS
5 CAPE LOOKOUT NS
6 CARLSBAD CAVERNS NP
7 COULEE DAM NRA
8 CURECANTI NRA
9 DELAWARE WATER GAP NRA
10 GLEN CANYON NRA
11 GREAT BASIN NP
12 JEAN LAFITTE NHP & PRES.
13 JEWEL CAVE NM
14 LAKE CHELAN NRA
15 LAKE MEAD NRA
16 LAKE MEREDITH NRA
17 LOWELL NHP
18 MAMMOTH CAVE NP
19 NORTH CASCADES NP
20 OBED WILD AND SCENIC RIVER
21 OREGON CAVES NM
22 OZARK NR
23 PICTURED ROCKS NL
24 RIO GRANDE NR

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NATIONAL PARK SERVICE
NPS AREAS NOT RECOMMENDED FOR ENTRANCE FEE COLLECTION

25 ROSS LAKE NRA
26 SAINT CROIX NR
27 SAN ANTONIO MISSIONS NHP
28 SLEEPING BEAR DUNES NL
29 TIMPANAGOS CAVE NM
30 UPPER DELAWARE RIVER
31 VOYAGEURS NP
32 WHISKEYTOWN NRA
33 WIND CAVE NP

PARKS WITH LOW VISITATION AND LIMITED FACILITIES.
ENTRANCE FEE COLLECTION IS NOT PRESENTLY ECONOMICALLY
FEASIBLE (34 PARKS)

1 AGATE FOSSIL BEDS NM
2 ALIBATES FLINT QUARRY NM
3 BRICES CROSS ROADS NB
4 CORONADO NMEM
5 EUGENE O'NEIL NHS
6 FORT BOWIE NHS
7 FORT MATANZAS NM
8 FORT RALEIGH NHS
9 FORT UNION TRADING POST NHS
10 FOSSIL BUTTE NM
11 FRIENDSHIP HILL NHS
12 GUILFORD COURTHOUSE NHP
13 HORSESHOE BEND NMP
14 HOVENWEEP NM
15 JOHN DAY FOSSIL BEDS NM
16 KNIVE RIVER INDIAN VILLAGE NHS
17 MAGGIE L. WALKER NHS
18 MONOCACY NB
19 MOORES CREEK NB
20 NINETY-SIX NHS
21 PALO ALTO BATTLEFIELD
22 PALO ALTO BATTLEFIELD NHS
23 RAINBOW BRIDGE NM
24 ROGER WILLIAMS NMEM
25 RUSSELL CAVE NM
26 SAINT CROIX ISLAND NM
27 SAN JUAN ISLAND NHP
28 SAUGUS IRON WORKS NHS
29 THOMAS STONE NHS
30 TUPELO NB
31 WILLIAM HOWARD TAFT NHS
32 WOMEN'S RIGHTS NHP
33 EDGAR ALLAN POE NHS

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NATIONAL PARK SERVICE
NPS AREAS NOT RECOMMENDED FOR ENTRANCE FEE COLLECTION

34 ELEANOR ROOSEVELT NHS

OTHER REASONS, USUALLY COOPERATIVE MANAGEMENT
OF THE SITE, NON-FEDERAL PROPERTY, NO PUBLIC ACCESS,
OTHER FEES IN PLACE, SPECIAL USES, ETC. (38 PARKS)

1 ALLEGHENY PORTAGE RAILROAD NHS
2 BOSTON NHP
3 CANYON DE CHELLY NM
4 CATOCTIN MOUNTAIN PARK
5 CHAMIZAL NMEM
6 DEVIL'S POSTPILE
7 FEDERAL HALL NMEM
8 FORT SUMTER NM
9 FREDERICK DOUGLASS HOME NHS
10 GILA CLIFF DWELLINGS NM
11 HAMILTON GRANGE NMEM
12 HUBBELL TRADING POST NHS
13 JAMES GARFIELD NHS
14 JFK CENTER OF THE PERF. ARTS
15 JOHNSTOWN FLOOD NMEM
16 KALAUPAPA NHS
17 KALOKO-HONOKOHAU NHP
18 LYNDON B JOHNSON NHP
19 MISSOURI NSR
20 NATCHEZ TRACE NST
21 NAVAJO NM
22 NEZ PERCE NHP
23 PISCATAWAY PARK
24 POTOMAC HERITAGE NST
25 PU'UKOHOLA HEIAU NHS
26 SEWALL-BELMONT HOUSE NHS
27 SPRINGFIELD ARMORY NHS
28 STEAMTOWN NHS
29 THADDEUS KOSCIUSZKO NMEM
30 THEODORE ROOSEVELT ISLAND NMEM
31 THEODORE ROOSEVELT INAUGURAL NHS
32 TUSKEGEE INSTITUTE NHS
33 USS ARIZONA MEMORIAL
34 VIETNAM VETERANS MEMORIAL NMEM
35 WHITE HOUSE
36 WOLF TRAP FARM PARK
37 YUCCA HOUSE NM
38 HOHOKAM PIMA NM

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3. Question: Please provide a list of those units of the National Park System which, in the words of the Administration proposal, "provide significant outdoor recreation opportunities in an urban environment and to which access is publicly available at multiple locations."

Answer: There are 8 parks that to provide significant opportunities for outdoor recreation in urban areas. They are:

Chattahoochee River NRA
Chicksaw NRA
Cuyahoga Valley NRA
Gateway NRA
Golden Gate NRA
Greenbelt Park
Indiana Dunes NL
Santa Monica Mountains NRA

4. Question: Under the Administration's proposal, you would collect approximately $73 million in total recreation use fees in F.Y. 1988. As I read your budget proposal, you are also planning to spend that much in F.Y. 1988. Please explain. From a practical standpoint, I do not understand how you can collect and spend the money at the same time. The House passed bill provides that you collect the fee revenue in one year and spend it in the next. Doesn't this seem like a more reasonable approach?

Answer: The budget proposed by the National Park Service for fiscal year 1988 does assume that fee revenues will be collected and spent in the same year. Although this approach does present some administrative difficulties, the Service believes that it is workable provided that the fee revenues are earmarked both for park operations and for special purpose programs that provide funding for park projects (e.g. the Natural Resources Preservation program). The timing and level of project funding can be readily adjusted to the amount of fee revenues available. The approach mandated by the House-passed bill would be more simple to administer.

5. One of the issues that we in the Congress will have to deal with in this legislation is how to handle exceptions or exemptions. Can you share some of your thoughts with the Subcommittee about how the Administration's bill would deal with this question and about how we might approach it?

Answer: The Administration's bill provides an exemption only for parks in urban areas that have multiple or open access and provide a significant recreational opportunities. The Service believes that the six criteria for evaluating potential fee areas included in the Land and Water Conservation Fund Act should be the basis for determining whether or not any particular site will charge an entrance or user fee.

6a. Question: Please discuss, and provide a detailed explanation for the record, how the $73 million you would collect in FY 1988 would be spent?

Answer: The $74.3 in fee revenues projected for 1988 will be used to enhance interpretation, research, resource management, and maintain natural resources through the programs listed below.

($ in millions)

Fee Collection (Visitor Protection and Safety)..... 11.6

Fee revenues will be used to cover the cost of fee collection in all 156 parks.

Harpers Ferry Center (Interpretation and Visitor Services) 6.9

Fee revenues will be used to fund all design and development work for interpretive displays, audiovisual materials, signing and curation work done at the Harpers Ferry Center.

Visitor Transportation Systems (Interpretation and Visitor Services) 2.6

All major visitor transportation systems, which contribute to resource protection by reducing vehicular traffic and provide a forum for interpretive presentations, will be funded from fee revenues.

Cultural Resource Preservation Program (Resources Management) 6.2

Stabilization and preservation work on archeological and historic sites, historic and prehistoric structures, cultural landscapes, and museum collection materials as well as a variety of studies and research related to cultural resources will now be funded from the fee program.

Natural Resource Preservation Program (Resources Management) 7.6

Fee revenues will fund the Natural Resources Preservation Program which focuses on short duration natural resource management, monitoring, and research projects.

Informational Publications 4.0

All informational publications developed and published through the Harpers Ferry Center will be funded from fee revenues. Folders are especially important in the Fee Program and aid in both interpretive programs, resource protection, and visitor safety in the parks.

Volunteers-in-Parks 1.0

The Volunteers-in-Parks Program will be entirely funded from fees. Interpretation is one of the primary tasks performed by these volunteers.

($ in millions)

Cultural Cyclic Preservation (Resources Management)..... 7.5

Fee revenues will be used to fund the cyclic preservation needs of the Service's diverse cultural resources.

Repair and Rehabilitation to Protect Park Resources (Maintenance) 8.4

Fee revenues will be used to fund part of the Repair and Rehabilitation Program, specifically projects that contribute to the protection and preservation of park resources. Examples of these activities include hazardous tree removal, trail maintenance and repair, maintenance of cultural landscapes, and repair of fire and security systems in historic structures.

Enhanced Park Operations 18.5

A major portion of the fee revenues will be returned directly to parks to enhance park operations, specifically interpretation, research, resource management, and maintenance related to natural resources.

Total programs funded from Recreation Fees 74.3

6b. Question: How will the money be distributed among the various parks? What kind of formula will you use?

Answer: Units of the National Park System will receive funds directly from two of the activities listed above. Funds will be allocated to the parks from Enhanced Park Operations ($18.5 million) and Fee Collection ($11.6 million). A formula similar to that which was specified by Congress for distribution of enhancement funds in 1987 will be used to allocate the $18.5 million. The formula will provide for 50 percent of the $18.5 million to be made available to all units of the System based on each unit's proportion of park operating expenses, and 50 percent to be made available to units with entrance and user fees based on each collecting unit's proportion of total fees collected. A total of $10.1 million in fee collection costs is already included as part of each fee unit's base budget. An additional increment of $1.5 million for collection costs has been requested and, if approved by Congress, will be distributed based upon the potential additional revenues that could be generated through the use of these funds based upon proposals submitted by specific park units. The 23 areas which will institute entrance fees for 1988 would received a portion of these funds to implement fee collection activities.

In addition to those funds that will be directly allocated to the parks, units of the National Park System would also benefit from fee revenues utilized to fund the Servicewide and Regional programs listed above. Park projects funded from programs such as the Cultural Resource Preservation Program, the Natural Resource Preservation Program, the Cultural Cyclic Preservation Program and the Repair and Rehabilitation Program enable the Service to address park requirements on a priority basis.

Funds would also be used to provide support for park volunteers in the Volunteers-in-Parks Program and to fund Visitor Transportation Systems in 11 park areas. Park-specific folders and brochures, a cornerstone of the park visitor's experience, would be produced from funds made available through fee revenues. Finally, the operation of the Harpers Ferry Interpretive Center would be continued using fee revenues. The products of the Center, primarily interpretive displays and audiovisual programs, are an integral part of each unit of the System.

Funds for the programs detailed above are allocated on the basis of park, Regional, and Servicewide priorities, rather than by a specific distribution formula. By utilizing fee revenues to fund these programs, the Service would retain the flexibility needed to deal with complex projects and issues as they arise, and to ensure that the highest priority needs are funded first.

6c. Question: Please provide a park-by-park- breakdown for the record.

Answer: As discussed in the previous answer the National Park Service proposal involves using an estimated $74.3 million in fee revenues to cover the cost of fee collection, to enhance park operations, to fund various Servicewide programs that distribute project dollars to parks based on overall NPS priorities, and to cover the cost of several major operating programs at the Harpers Ferry Design Center that directly benefit parks. The Service does not have a park-by-park distribution of projected fee collection costs. The figure included in the budget is based on estimated actual expenses in 1987 plus an additional increment of $1.5 million to add 22 new parks and expand collection activities in other areas. This estimate will be refined based on our actual experience in 1987 with the expanded fee program. Fee revenues used for Servicewide projects would be distributed based on the projects approved at the start of the fiscal year.

Only that portion of the $74.3 million related to enhanced park operations would be distributed by formula to each park. Based on projected revenue, the following table shows the Service's best estimate, at present, of how the $18.5 million for enhanced park operations would be distributed by the same formula used in the 1987 Continuing Resolution.

PARK ENHANCEMENTS FOR FY 1988 BASED ON NPS FEE PROPOSAL

PARK	SHARE OF $18.5 MILLION BASED ON FY 88 BUDGET	SHARE OF $18.5 MILLION BASED ON REVENUES	TOTAL ESTIMATED ENHANCEMENTS
ABRAHAM LINCOLN BIRTHPLACE	7,000	--	7,000
ACADIA NP	35,000	152,000	187,000
ADAMS NHS	10,000	11,000	21,000
AGATE FOSSIL BEDS NM	2,000	--	2,000
ALLEGHENY PORTAGE RAILROAD NHS	14,000	--	14,000
AMISTAD NRA	26,000	1,000	27,000
ANDERSONVILLE NHS	11,000	11,000	22,000
ANDREW JOHNSON NHS	6,000	1,000	7,000
ANIAKCHAK NM & PRESERVE	2,000	--	2,000
ANTIETAM NB	26,000	16,000	42,000
APOSTLE ISLANDS NL	25,000	--	25,000
APPOMATTOX COURTHOUSE NHP	10,000	14,000	24,000
ARCHES NP	8,000	5,000	13,000
ARKANSAS POST NMEM	4,000	1,000	5,000
ARLINGTON HOUSE-ROBERT E LEE NMEM (GWMP)	-- 1/	-- 4/	--
ASSATEAGUE ISLAND NS	31,000	80,000	111,000
AZTEC RUINS NM	5,000	6,000	11,000
BADLANDS NP	22,000	27,000	49,000
BALTIMORE-WASHINGTON PARKWAY	9,000	--	9,000
BANDELIER NM	23,000	41,000	64,000
BENT'S OLD FORT NHS	10,000	5,000	15,000
BERING LAND BRIDGE NATIONAL PRESERVE	6,000	--	6,000
BIG BEND NP	57,000	66,000	123,000
BIG CYPRESS NATIONAL PRESERVE	21,000	--	21,000
BIG HOLE NB	4,000	3,000	7,000
BIG SOUTH FORK NRA	22,000	1,000	23,000
BIG THICKET NATIONAL PRESERVE	24,000	--	24,000
BIGHORN CANYON NRA	30,000	1,000	31,000
BISCAYNE NP	23,000	--	23,000
BLACK CANYON OF THE GUNNISON NM	7,000	16,000	23,000
BLUE RIDGE PARKWAY	161,000	64,000	225,000
BOOKER T WASHINGTON NM	6,000	1,000	7,000
BOSTON NHP	89,000	--	89,000
BRYCE CANYON NP	25,000	79,000	104,000
BUCK ISLAND REEF NM	3,000	--	3,000
BUFFALO NATIONAL RIVER	38,000	8,000	46,000
CABRILLO NM	11,000	108,000	119,000
CANAVERAL NS	17,000	110,000	127,000
CANYON DE CHELLY NM	13,000	--	13,000
CANYONLANDS NP	47,000	48,000	95,000
CAPE COD NS	47,000	128,000	175,000
CAPE HATTERAS NS	73,000	53,000	126,000
CAPE KRUSENSTERN NM	2,000	--	2,000
CAPE LOOKOUT NS	18,000	--	18,000
CAPITOL REEF NP	18,000	11,000	29,000
CAPULIN MOUNTAIN NM	6,000	4,000	10,000
CARL SANDBURG NHS	9,000	4,000	13,000

PARK ENHANCEMENTS FOR FY 1988 BASED ON NPS FEE PROPOSAL

PARK	SHARE OF $18.5 MILLION BASED ON FY 88 BUDGET	SHARE OF $18.5 MILLION BASED ON REVENUES	TOTAL ESTIMATED ENHANCEMENTS
CARLSBAD CAVERNS NP	50,000	163,000	213,000
CASA GRANDE NM	6,000	11,000	17,000
CASTILLO DE SAN MARCOS NM	16,000	61,000	77,000
CASTLE CLINTON NM	7,000	--	7,000
CATOCTIN MOUNTAIN PARK	38,000	2,000	40,000
CEDAR BREAKS NM	4,000	5,000	9,000
CHACO CULTURE NHP	12,000	4,000	16,000
CHAMIZAL NMEM	22,000	--	22,000
CHANNEL ISLANDS NP	24,000	--	24,000
CHATTAHOOCHEE RIVER NRA	29,000	--	29,000
CHESAPEAKE AND OHIO CANAL NHP	120,000	1,000	121,000
CHICKAMAUGA AND CHATTANOOGA NMP	23,000	4,000	27,000
CHICKASAW NRA	30,000	7,000	37,000
CHIRICAHUA NM	10,000	7,000	17,000
CHRISTIANSTED NHS	7,000	9,000	16,000
CLARA BARTON NHS (GWMP)	-- 1/	1,000	1,000
COLONIAL NHP	68,000	41,000	109,000
COLORADO NM	13,000	10,000	23,000
CONGAREE SWAMP NM	5,000	--	5,000
CORONADO NMEM	4,000	--	4,000
COULEE DAM NRA	39,000	15,000	54,000
COWPENS NB	5,000	5,000	10,000
CRATER LAKE NP	42,000	79,000	121,000
CRATERS OF THE MOON NM	8,000	15,000	23,000
CUMBERLAND GAP NHS	22,000	2,000	24,000
CUMBERLAND ISLAND NS	19,000	10,000	29,000
CURECANTI NM	24,000	13,000	37,000
CUSTER BATTLEFIELD NM	7,000	24,000	31,000
CUYAHOGA VALLEY NRA	66,000	1,000	67,000
DE SOTO NMEM	5,000	4,000	9,000
DEATH VALLEY NM	58,000	131,000	189,000
DELAWARE WATER GAP NRA	87,000	--	87,000
DENALI NP AND PRESERVE	111,000	120,000	231,000
DEVIL'S POSTPILE NM	1,000	--	1,000
DEVILS TOWER NM	7,000	21,000	28,000
DINOSAUR NM	28,000	28,000	56,000
EDGAR A. POE NHS	5,000	--	5,000
EDISON NHS	21,000	4,000	25,000
EFFIGY MOUNDS NM	6,000	6,000	12,000
EISENHOWER NHS	15,000	16,000	31,000
EL MORRO NM	5,000	5,000	10,000
ELEANOR ROOSEVELT NHS	8,000	--	8,000
ELLIS ISLAND	76,000	--	76,000
EUGENE O'NEILL NHS	3,000	--	3,000
EVERGLADES NP	149,000	133,000	282,000
FACILITY MANAGEMENT	56,000	--	56,000
FEDERAL HALL NMEM	6,000	--	6,000

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PARK ENHANCEMENTS FOR FY 1988 BASED ON NPS FEE PROPOSAL

PARK	SHARE OF $18.5 MILLION BASED ON FY 88 BUDGET	SHARE OF $18.5 MILLION BASED ON REVENUES	TOTAL ESTIMATED ENHANCEMENTS
FIRE ISLAND NS	41,000	--	41,000
FLORISSANT FOSSIL BEDS NM	5,000	6,000	11,000
FORD'S THEATER NHS	8,000	41,000	49,000
FORT CAROLINE NMEM	5,000	2,000	7,000
FORT CLATSOP NMEM	6,000	10,000	16,000
FORT DAVIS NHS	9,000	9,000	18,000
FORT DONELSON NMP	11,000	9,000	20,000
FORT FREDERICA NM	7,000	15,000	22,000
FORT JEFFERSON NM	5,000	--	5,000
FORT LARAMIE NHS	11,000	7,000	18,000
FORT LARNED NHS	8,000	1,000	9,000
FORT MCHENRY NM & HISTORIC SHRINE	16,000	51,000	67,000
FORT NECESSITY NB	10,000	7,000	17,000
FORT POINT NHS	5,000	--	5,000
FORT PULASKI NM	10,000	8,000	18,000
FORT RALEIGH NHS	4,000	--	4,000
FORT SCOTT NHS	8,000	3,000	11,000
FORT SMITH NHS	5,000	7,000	12,000
FORT STANWIX NM	8,000	6,000	14,000
FORT SUMTER NM	16,000	--	16,000
FORT UNION NM	6,000	1,000	7,000
FORT UNION TRADING POST NHS	3,000	--	3,000
FORT VANCOUVER NHS	11,000	5,000	16,000
FORT WASHINGTON (NCP-E)	-- 2/	22,000	22,000
FOSSIL BUTTE NM	3,000	--	3,000
FREDERICK LAW OLMSTED NHS	10,000	1,000	11,000
FREDERICKSBURG/SPOTSYLVANIA NMP	33,000	10,000	43,000
FRIENDSHIP HILL NHS	5,000	--	5,000
GATES OF THE ARCTIC NP & PRESERVE	16,000	--	16,000
GATEWAY NRA	276,000	--	276,000
GENERAL GRANT NMEM	2,000	--	2,000
GEORGE ROGERS CLARK NHP	8,000	2,000	10,000
GEORGE WASHINGTON BIRTHPLACE NM	12,000	3,000	15,000
GEORGE WASHINGTON CARVER NM	7,000	7,000	14,000
GEORGE WASHINGTON MEMORIAL PARKWAY	194,000	--	194,000
GETTYSBURG NMP	52,000	16,000	68,000
GILA CLIFF DWELLINGS NM	3,000	--	3,000
GLACIER BAY NP & PRESERVE	26,000	--	26,000
GLACIER NP	125,000	205,000	330,000
GLEN CANYON NRA	105,000	29,000	134,000
GOLDEN GATE NRA	231,000	1,000	232,000
GOLDEN SPIKE NHS	9,000	5,000	14,000
GRAND CANYON NP	165,000	669,000	834,000
GRAND PORTAGE NM	9,000	3,000	12,000
GRAND TETON NP	91,000	269,000	360,000
GRANT-KOHRS RANCH NHS	10,000	2,000	12,000
GREAT BASIN NP	23,000	10,000	33,000

PARK ENHANCEMENTS FOR FY 1988 BASED ON NPS FEE PROPOSAL

PARK	SHARE OF $18.5 MILLION BASED ON FY 88 BUDGET	SHARE OF $18.5 MILLION BASED ON REVENUES	TOTAL ESTIMATED ENHANCEMENTS
GREAT FALLS PARK (GWMP)	-- 1/	33,000	33,000
GREAT SAND DUNES NM	9,000	26,000	35,000
GREAT SMOKY MOUNTAINS	158,000	82,000	240,000
GREENBELT NP	21,000	6,000	27,000
GUADALUPE MOUNTAINS NP	18,000	1,000	19,000
GUILFORD COURTHOUSE NHP	7,000	1,000	8,000
GULF ISLANDS NS	66,000	122,000	188,000
HALEAKALA NP	22,000	27,000	49,000
HAMILTON GRANGE NMEM	2,000	--	2,000
HAMPTON MANSION NHS	6,000	4,000	10,000
HARPERS FERRY NHP	62,000	42,000	104,000
HARRY S TRUMAN NHS	8,000	10,000	18,000
HAWAII VOLCANOES NP	38,000	106,000	144,000
HERBERT HOOVER NHS	12,000	3,000	15,000
HOME OF FRANKLIN D ROOSEVELT NHS	17,000	18,000	35,000
HOMESTEAD NM OF AMERICA	6,000	1,000	7,000
HOPEWELL FURNACE NHS	11,000	8,000	19,000
HORSESHOE BEND NMP	6,000	--	6,000
HOT SPRINGS NP	26,000	4,000	30,000
HOVENWEEP NM	2,000	1,000	3,000
HUBBELL TRADING POST NHS	7,000	--	7,000
INDEPENDENCE NHP	156,000	216,000	372,000
INDIANA DUNES NL	87,000	--	87,000
ISLE ROYALE NP	36,000	4,000	40,000
JEAN LAFITTE NHP AND PRESERVE	40,000	--	40,000
JEFFERSON NAT'L EXPANSION MEM NHS	66,000	88,000	154,000
JEWEL CAVE NM	6,000	19,000	25,000
JOHN D ROCKEFELLER JR MEMORIAL PKWY	5,000	--	5,000
JOHN DAY FOSSIL BEDS NM	9,000	--	9,000
JOHN F KENNEDY NHS	2,000	1,000	3,000
JOHN MUIR HOUSE NHS	5,000	2,000	7,000
JOHNSTOWN FLOOD NMEM	3,000	--	3,000
JOSHUA TREE NM	31,000	48,000	79,000
KALAUPAPA NHP	5,000	--	5,000
KALOKO-HONOKOHAU NHP	5,000	--	5,000
KATMAI NP & PRESERVE	16,000	--	16,000
KENAI FJORDS NP	7,000	--	7,000
KENNESAW MOUNTAIN NBP	13,000	--	13,000
KINGS MOUNTAIN NMP	8,000	3,000	11,000
KLONDIKE GOLD RUSH NHP	18,000	--	18,000
KLONDIKE GOLD RUSH NHP (SEATTLE)	4,000	--	4,000
KNIFE RIVER INDIAN VILLAGE NHS	3,000	--	3,000
KOBUK VALLEY NP	7,000	--	7,000
LAKE CLARK NP & PRESERVE	15,000	--	15,000
LAKE MEAD NRA	128,000	43,000	171,000
LAKE MEREDITH NRA	24,000	--	24,000
LASSEN VOLCANIC NP	43,000	100,000	143,000

PARK ENHANCEMENTS FOR FY 1988 BASED ON NPS FEE PROPOSAL

PARK	SHARE OF $18.5 MILLION BASED ON FY 88 BUDGET	SHARE OF $18.5 MILLION BASED ON REVENUES	TOTAL ESTIMATED ENHANCEMENTS
LAVA BEDS NM	13,000	8,000	21,000
LINCOLN BOYHOOD NMEM	10,000	9,000	19,000
LINCOLN HOME NHS	18,000	--	18,000
LONGFELLOW NHS	7,000	3,000	10,000
LOWELL NHP	60,000	--	60,000
LYNDON B JOHNSON NHP	36,000	--	36,000
MAGGIE L WALKER NHS	3,000	--	3,000
MAMMOTH CAVE NP	65,000	153,000	218,000
MANASSAS NBP	20,000	23,000	43,000
MARTIN LUTHER KING JR NHS	16,000	--	16,000
MARTIN VAN BUREN NHS	11,000	1,000	12,000
MESA VERDE NP	55,000	126,000	181,000
MINUTE MAN NHP	20,000	1,000	21,000
MONOCACY NB	2,000	--	2,000
MONTEZUMA CASTLE NM	9,000	41,000	50,000
MOORES CREEK NB	4,000	1,000	5,000
MORRISTOWN NHP	21,000	3,000	24,000
MOUND CITY GROUP NM	7,000	2,000	9,000
MOUNT RAINIER NP	118,000	252,000	370,000
MOUNT RUSHMORE NMEM	20,000	--	20,000
MUIR WOODS NM	3,000	--	3,000
NATCHEZ TRACE PARKWAY	109,000	--	109,000
NATIONAL CAPITAL PARKS-CENTRAL	441,000	--	441,000
NATIONAL CAPITAL PARKS-EAST	205,000	--	205,000
NATURAL BRIDGES NM	4,000	3,000	7,000
NAVAJO NM	7,000	--	7,000
NEW RIVER GORGE NATIONAL RIVER	21,000	--	21,000
NEZ PERCE NHP	10,000	--	10,000
NINETY SIX NHS	4,000	--	4,000
NOATAK NATIONAL PRESERVE	5,000	--	5,000
NORTH CASCADES NP	57,000	10,000	67,000
OBED WILD & SCENIC RIVER	3,000	--	3,000
OCMULGEE NM	8,000	15,000	23,000
OLYMPIC NP	117,000	83,000	200,000
OREGON CAVES NM	4,000	--	4,000
ORGAN PIPE CACTUS NM	13,000	21,000	34,000
OZARK NATIONAL SCENIC RIVERWAYS	62,000	16,000	78,000
PADRE ISLAND NS	26,000	73,000	99,000
PEA RIDGE NMP	6,000	6,000	12,000
PECOS NM	6,000	3,000	9,000
PERRY'S VICTORY & INT'L PEACE MEM	7,000	20,000	27,000
PETERSBURG NB	20,000	34,000	54,000
PETRIFIED FOREST NP	29,000	92,000	121,000
PICTURED ROCKS NL	19,000	3,000	22,000
PINNACLES NM	14,000	18,000	32,000
PIPE SPRING NM	4,000	2,000	6,000
PIPESTONE NM	7,000	8,000	15,000

PARK ENHANCEMENTS FOR FY 1988 BASED ON NPS FEE PROPOSAL

PARK	SHARE OF $18.5 MILLION BASED ON FY 88 BUDGET	SHARE OF $18.5 MILLION BASED ON REVENUES	TOTAL ESTIMATED ENHANCEMENTS
PISCATAWAY PARK	7,000	--	7,000
POINT REYES NS	43,000	--	43,000
PRESIDENT'S PARK	33,000	--	33,000
PRINCE WILLIAM FOREST PARK	48,000	27,000	75,000
PU'UHONUA O HONAUNAU NHP	11,000	25,000	36,000
PUUKOHOLA HEIAU NHS	4,000	--	4,000
RAINBOW BRIDGE NM	2,000	--	2,000
REDWOOD NP	105,000	1,000	106,000
RICHMOND NHP	13,000	--	13,000
ROCK CREEK PARK	98,000	--	98,000
ROCKY MOUNTAIN NP	106,000	419,000	525,000
ROGER WILLIAMS NMEM	3,000	--	3,000
RUSSEL CAVE NM	3,000	--	3,000
SAGAMORE HILL NHS	10,000	7,000	17,000
SAGUARO NM	19,000	21,000	40,000
SAINT CROIX ISLAND INT. HISTORIC SITE	1,000	--	1,000
SAINT-GAUDENS NHS	7,000	1,000	8,000
SALEM MARITIME NHS	9,000	--	9,000
SALINAS NM	7,000	2,000	9,000
SAN ANTONIO MISSIONS NHP	19,000	--	19,000
SAN JUAN ISLAND NHP	5,000	--	5,000
SAN JUAN NHS	26,000	82,000	108,000
SANTA MONICA MOUNTAINS NRA	46,000	5,000	51,000
SARATOGA NHP	14,000	3,000	17,000
SAUGUS IRON WORKS NHS	9,000	--	9,000
SCOTTS BLUFF NM	7,000	5,000	12,000
SEQUOIA/KINGS CANYON NP	145,000	272,000	417,000
SHENANDOAH NP	111,000	415,000	526,000
SHILOH NMP	13,000	10,000	23,000
SITKA NHP	10,000	--	10,000
SLEEPING BEAR DUNES NL	33,000	12,000	45,000
SPECIAL EVENTS	10,000	--	10,000
SPRINGFIELD ARMORY NHS	10,000	--	10,000
ST. CROIX NATIONAL SCENIC RIVERWAY	28,000	--	28,000
STATUE OF LIBERTY NM	33,000	238,000	271,000
STONES RIVER NB	6,000	6,000	12,000
THADDEUS KOSCIUSZKO NMEM	2,000	--	2,000
THEODORE ROOSEVELT BIRTHPLACE NHS	3,000	1,000	4,000
THEODORE ROOSEVELT INAUGURAL NHS	2,000	--	2,000
THEODORE ROOSEVELT NP	23,000	18,000	41,000
THOMAS STONE NHS	1,000	--	1,000
TIMPANOGOS CAVE	7,000	16,000	23,000
TONTO NM	4,000	3,000	7,000
TUMACACORI NM	5,000	5,000	10,000
TUSKEGEE INSTITUTE NHS	8,000	--	8,000
TUZIGOOT NM	2,000	7,000	9,000
U.S.S. ARIZONA MEMORIAL	24,000	--	24,000

PARK ENHANCEMENTS FOR FY 1988 BASED ON NPS FEE PROPOSAL

PARK	SHARE OF $18.5 MILLION BASED ON FY 88 BUDGET	SHARE OF $18.5 MILLION BASED ON REVENUES	TOTAL ESTIMATED ENHANCEMENTS
UPPER DELAWARE SCENIC RIVER	37,000	--	37,000
VALLEY FORGE NHP	68,000	40,000	108,000
VANDERBILT MANSION NHS	15,000	-- 5/	15,000
VICKSBURG NMP	22,000	58,000	80,000
VIRGIN ISLANDS NP	34,000	--	34,000
VOYAGEURS NP	33,000	--	33,000
WALNUT CANYON NM	5,000	10,000	15,000
WAR IN THE PACIFIC NHS	5,000	--	5,000
WASHINGTON MONUMENT (NCP-C)	-- 3/	58,000	58,000
WHISKEYTOWN NRA	30,000	18,000	48,000
WHITE HOUSE	79,000	--	79,000
WHITE SANDS NM	10,000	40,000	50,000
WHITMAN MISSION NHS	5,000	5,000	10,000
WILLIAM HOWARD TAFT NHS	4,000	--	4,000
WILSON'S CREEK NB	10,000	15,000	25,000
WIND CAVE NP	19,000	27,000	46,000
WOLF TRAP FARM PARK	71,000	--	71,000
WOMEN'S RIGHTS NHP	5,000	--	5,000
WRANGELL-ST. ELIAS NP & PRESERVE	21,000	--	21,000
WRIGHT BROTHERS NMEM	6,000	29,000	35,000
WUPATKI/SUNSET CRATER NM	14,000	22,000	36,000
YELLOWSTONE NP	303,000	595,000	898,000
YOSEMITE NP	240,000	1,034,000	1,274,000
YUKON-CHARLEY RIVERS NAT'L PRESERVE	5,000	--	5,000
ZION NP	39,000	173,000	212,000
	9,250,000	9,250,000	18,500,000

1/ INCLUDED UNDER GEORGE WASHINGTON MEMORIAL PARKWAY IN FY 1988 BUDGET.
2/ INCLUDED UNDER NATIONAL CAPITAL PARKS-EAST IN FY 1988 BUDGET.
3/ INCLUDED UNDER NATIONAL CAPITAL PARKS-CENTRAL IN FY 1988 BUDGET.
4/ REVENUE FOR ARLINGTON HOUSE SHOWN UNDER WASHINGTON MONMENT.
5/ REVENUE FOR VANDERBILT MANSION SHOWN UNDER HOME OF FRANKLIN D. ROOSEVELT.

7. What is the Administration's rationale for the one time charge of $10 for the Golden Age Pass for senior citizens which is now issued free?

Answer: The Service's rationale for proposing this fee is based on three main points:

-- Senior citizens are active and frequent visitors to park areas;

-- Senior citizens support reasonable fees that will generate funds to improve services and protect park resources;

-- The senior citizens who visit units of the National Park System have the means to pay a modest one-time fee for a life-time pass that in addition to providing unlimited entries, also entitles the bearer to substantial discount on campground and other user fees.

8. Question: What is the Administration's policy with regard to charging an entrance fee at parks that are only accessible by water or some other means that requires the use of a concessioner? How many such units are there and what is the fee proposed at each?

Answer: There is no special policy or criteria for parks that are only accessible by water. The Service believes that the criteria listed in the Land and Water Conservation Fund Act, as amended, are sufficiently flexible to address the particular needs of these sites. A list of each such area together with the proposed fee follows:

National Park System Units Accessible Only by Water

Park	Proposed Fee
Apostle Island NL	No fee
Cape Lookout NS	No fee
Channel Islands NP	No fee
Cumberland Island NS	$2.00/person
Fort Jefferson NM	No fee
Fort Sumter NM	No fee
Isle Royale NP	$2.00/person
Perry's Victory and International Peace Memorial	$1.00/person
San Juan Island NHP	$1.00/person
Sleeping Bear Dunes NL	No fee

9. Question: What is the policy of the Administration with regard to charging at caves? I don't see any such units of the Park System on your fee list, and yet I thought there was some charge for entering these areas?

Answer: The Service does charge a fee for tours of caves in the following parks:

Carlsbad Caverns National Park
Mammoth Cave National Park
Jewel Cave National Monument
Wind Cave National Park
Great Basin National Park (formerly Lehman Caves National Monument
Timpanogos Cave National Monument

This fee is considered a user fee because it is charged for a tour of the cave, not for entry into the park. Consequently, these areas do not show up on the proposed list of parks charging an entrance fee.

10. Question: The Administration has testified in the past about the possibilities on marketing annual admission permits through third parties. Explain how this proposal would work.

Answer: Given the opportunity, we would contract with a third party to market and sell the Golden Eagle Passports throughout the country. Such a service, we believe, would greatly expand the sales of the passport by using broader marketing techniques not available to the NPS. It would promote the purchase of the Passport as a means of supporting the national parks. Advance sales of Golden Eagle Passports would also help reduce congestion at entrance stations and visitor centers where the passes are now sold.

11. Question: The House Bill distinguishes between entrance fees and user fees in terms of what purposes the fee revenues may be used. Specifically, user fees may be used for maintenance activities in parks but entrance fees cannot. Do you have any strong objections to this method of distributing the funds?

Answer: The Administration believes that there is no overriding reason to distinguish between potential uses for entrance and user fees. Any legislation enacted should allow revenues generated from entrance fees, as well as user fees, to be used by the parks to protect their resources through maintenance activities. The type of maintenance activities that would be accomplished, such as trail rehabilitation, boundary fencing, replacement of informational and regulatory signs, and the removal of hazardous trees, would also serve to enhance the park experience of a visitor paying an entrance fee in that these activities provide for vital protection of park resources.

12. Question: Let me ask you about user fees for a moment. In F.Y. 1981, the Park Service collected approximately $6.7 million in user fees. When the new Administration took over, these fees were raised significantly and some $10 million in user fees were collected in F.Y. 1982. This amounted to almost a 50 percent increase in one year.

The level of user fees collected then remained fairly constant for several years, averaging approximately $12 million per year. Now I see where you are proposing to collect $16 million in user fees in F.Y. 1988 -- an increase of 33 percent. That means that since President Reagan took office in January of 1981, user fees will have increased 139 percent.

What is the justification for this latest increase? Have you considered the impact that such an increase might have in a park where entrance fees are also going up dramatically? - Given the relatively low inflation rates of the past several years, why is another large increase necessary at this time?

Answer: In 1981 the Service implemented a policy of charging rates for its campgrounds that were comparable to rates charged by private operators for campgrounds with similar facilities. Prior to this decision, campground rates in many areas had not changed for a decade or more. This policy resulted in a increase in most NPS campground rates in 1982 and a corresponding increase in user fee revenues. Since 1982, the continued growth in user fee revenue is due to increased use of NPS campgrounds, a limited number of increases in rates based on annual comparability assessments, improved fee collection methods, and the addition of new user fees (e.g. the fee for cave tours at Carlsbad Caverns NP was reclassified at a user fee to be consistent with other cave parks in the National Park System.)

Although revenues from user fees have are projected to increase from $12.7 million in 1987 to $16.0 millions in 1988, only a small portion of this additional amount is due to increased fee rates. The Service estimates that an additional $1.3 million will be generated from improvements in collection methods, including extending the season for fee collection, staffing campground entrance stations for more hours each day, and using staff or volunteers to collect fees in cases where an honor system is currently used. An addition $1.2 million is projected for new user fees, including the conversion from concessioner to NPS operation of campgrounds in 3 popular parks, Crater Lake NP, Lassen Volcanic National Park, and Whiskeytown/Shasta National Recreation Area. Finally, estimated $0.8 million in additional revenues is based on increased usage, particularly during the early and late season periods, and selected rate increases. In general, rates for most campgrounds in 1988 will not increase over the 1987 level.

13. Question: One of the witnesses on the panel following you makes reference to the fact that the Park Service is currently prohibited from asking park visitors, in any formal way, how they feel about paying higher fees at parks. What is the nature of this limitation. Would the Park Service support lifting or modifying it?

Answer: The Paperwork Reduction Act of 1980 established strict limitations on the information gathering activities of Federal agencies. The Office of Management and Budget has promulgated regulations implementing the provisions of this Act (5 CFR 1320) that require OMB approval before an agency can engage in information collection activities. To obtain permission the requesting agency must demonstrate that:

1. The information requested is the least burdensome necessary for proper performance of the agency's function.

2. The information does not duplicate information otherwise accessible to the agency.

3. The collection of information has practical utility and complies with the the guidelines set forth in 5 CFR 1320.6.

The Service believes the intent of the legislation is sound and intends to work with OMB to determine how a limited amount of data collection on a variety of visitor attitudes, needs, and interests can be obtained.

14. Question: What is the Park Service's current policy regarding free admission for school groups? Are there any limitations as to age? Would you support setting a statutory age level below which you could not charge a fee? What do you think that age should be?

Answer: No Federal recreation fee will be charged to any individual, regardless of age, who is part of an organized tour or outing conducted for educational or scientific purposes related to the resources of the park by a bonafide scientific or educational institution.

The Service supports free access to all units of the National Park System for persons under 16 years of age.

Additional Subcommittee Questions on Alaska

1. Question: There is a provision in this legislation to repeal the ban on charging access fees to ANILCA parks. For the record, can you comment on why this ban was included to begin with, and what circumstances, if any, have changed to justify the need to charge fees on Alaska parks?

Answer: The initial ban on charging access fees to these areas was a Congressional initiative reflecting a belief that access should be free to all potential visitors. Excluding these parks based on a legislative exemption rather than the criteria listed in the Land and Water Conservation Act makes the recreation fee program less equitable and denies Alaska parks a potential source of additional operating funds in the future.

2. Question: How would repealing the ban on charging fees to Alaska parks meet the goals of this legislation?

Answer: The decision whether or not to charge an entrance fee for these parks would be based on the same criteria applied to other units of the National Park System. It is not likely that many Alaska parks would be recommended for an entrance fees due to the lack of development, low number of visitors, and the infeasibility of collecting fees.

3. Question: How much revenue would you expect to be generated from Alaska parks if fees were to be charged?

Answer: A specific estimate of the revenue potential for Alaska parks has not been developed, because these areas were not included in the Services proposed fee program for 1988. At this time we would not anticipate charging an entrance fee at any Alaska park in 1988. User fees would be charged for campgrounds at Denali National Park, and we will review the feasibility of charging for the shuttle bus service at Denali National Park. Total revenue from these fees would most likely be in the $750,000 to $1.0 million range.

4. Question: Under this provision, how would the park service implement a fee system on Alaska parks, specifically how would you accommodate subsistence access, inholders, and miners use of the parks?

Answer: If entrance fees were recommended at some point in the future, the program would be operated just as it is in the rest of the National Park System. Once a fee rate is established a collected method would be devised that is appropriate for the park, given the number and use of developed areas, and visitor access points. Under any collection system, subsistence users, miners, and inholders, would be except from recreation fees as stated in the Land and Water Conservation Fund Act.

5. Question: This legislation, H.R. 1320, repeals the ban on charging fees to Alaska parks, it institutes a ban on charging fees on 26 urban parks. For the record can you supply a list of the parks? Based on the new authorized park fees in this legislation, how much revenue could be generated from these 26 parks if a fee were charged?

Answer: A list of the 26 parks that would fall under the "urbanized area" provision of H.R. 1320, together with the estimated revenue follows.

PROPOSED FEE AREAS ELIMINATED BY H.R. 1320

#	PARK	1988 ESTIMATED ESTIMATED REVENUE
1	ARLINGTON HOUSE-ROBERT E LEE NMEM	-- 1/
2	CABRILLO NM	769,000
3	CANAVERAL NS	515,000
4	CLARA BARTON NHS	4,000
5	DE SOTO NMEM	32,000
6	FORD'S THEATER NHS	302,000
7	FORT CAROLINE NMEM	12,000
8	FORT MCHENRY NM & HISTORIC SHRINE	374,000
9	FORT SMITH NHS	48,000
10	FORT STANWIX NM	42,000
11	FORT VANCOUVER NHS	35,000
12	FREDERICK LAW OLMSTED NHS	5,000
13	GREAT FALLS PARK (GWMP)	216,000
14	HAMPTON MANSION NHS	30,000
15	HARRY S TRUMAN NHS	71,000
16	HOPEWELL FURNACE NHS	56,000
17	INDEPENDENCE NHP	1,500,000
18	JEFFERSON NAT'L EXPANSION MEM NHS	650,000
19	MANASSAS NBP	167,000
20	OCMULGEE NM	110,000
21	PETERSBURG NB	247,000
22	PRINCE WILLIAM FOREST PARK	130,000
23	SAN JUAN NHS	588,000
24	STATUE OF LIBERTY NM	1,763,000
25	VALLEY FORGE NHP	281,000
26	WASHINGTON MONUMENT	429,000
	TOTAL	8,376,000

1/ Estimated revenue included under Washington Monument

APPENDIX II

Additional Material Submitted for the Record

STEVE COWPER, GOVERNOR

STATE OF ALASKA
OFFICE OF THE GOVERNOR
JUNEAU

April 27, 1987

The Honorable Dale Bumpers
Chairman
Senate Subcommittee on Public Lands,
Reserved Water and Resource Conservation
SD-308 Dirksen Senate Office Bldg.
Washington, D.C. 20510

Dear Mr. Chairman:

I am writing to present the views of the State of Alaska on H.R. 1320 which, among other things, would repeal Section 203 of the Alaska National Interests Lands Conservation Act (ANILCA).

Section 203 of ANILCA prohibits the imposition of user fees in units of the National Park System in Alaska. During hearings on a similar measure last year, the Department of the Interior stated in response to questions from the committee that the Park Service did not desire or intend to impose user fees in Alaska with the exception of a transportation fee for Denali National Park.

The State is opposed to the repeal of Section 203. This Section was originally adopted because Congress felt that it would be difficult and unfair to charge user fees at other parks in Alaska. As you know, much of the use of these areas is for hunting for personal consumption and for subsistence. Further, people frequently traverse the parks enroute to other areas. Finally, it is unclear how access would be monitored and the fee collected, given the large areas involved.

Because these reasons remain valid and the Park Service does not intend to impose fees, except for Denali, we recommend that the subcommittee drop the provision of H.R. 1320 which repeals Section 203 of ANILCA, and add the following language:

> Notwithstanding any other provision of this Act, Section 203 of the Alaska National Interest Lands Conservation Act shall remain in effect.

Thank you for considering the views of the State of Alaska.

Sincerely,

John W. Katz for

Steve Cowper,
Governor

cc: Senator Ted Stevens
Senator Frank Murkowski
Congressman Don Young
Senator Malcom Wallop

SIERRA CLUB

330 Pennsylvania Avenue, S.E. Washington, D.C. 20003 (202) 547-1141

May 7, 1987

Senator Dale Bumpers
Chair, Subcommittee on Public Lands,
National Parks and Forests
U.S. Senate
Washington, DC 20510

Dear Senator Bumpers:

I regret that I was unable to appear at your Subcommittee's April 27th hearings on the National Park entrance fees provisions of H.R. 1320, a bill to amend the Land and Water Conservation Fund and for other purposes. Please allow these comments to be made part of the hearing record.

The Sierra Club, an organization with over 400,000 members, has long been interested in legislation affecting public lands user fees and Park Service entrance fees. As your Subcommittee begins hearings on H.R. 1320, we would like to take this opportunity to comment on certain aspects of that legislation.

We support reauthorization of the Land and Water Conservation Fund. I wish to restrict my comments to those sections of the bill that deal with National Park entrance fees and public lands user fees.

Park Entrance Fees

The Sierra Club does not object to those Park Service entrance fees that existed prior to Fiscal 1987. The Club believes that any increase in fees, or the establishment of fees at additional units, must provide additional income for the Park Service, rather than replace existing use of general revenues. Any additional funding from entrance fees must be used exclusively within the Park Service for research, interpretation and park protection, excluding administrative activity and aid to concessionaires or private consumptive users. The Sierra Club also believes that any fee assessed should be at a level that does not discourage visitors from enjoying the natural resources which are protected by Park or Monument status.

H.R. 1320, as passed by the House of Representatives on April 1st, authorizes permanent fee increases at units charging entrance fees prior

to the current fiscal year, as well as the imposition of entrance fees at additional units (Section 2 (a)(3)). Only those units within narrowly defined urban areas would be exempt from entrance fees (Section 2(a)(4)). H.R. 1320 also directs that receipts from entrance fees be returned to the Parks, according to formulae that return half the money in proportion to the amount raised, half in proportion to each unit's percentage of the total Park budget (Section 2(c)), and that the money be spent on resource protection, research and interpretation.

As initially considered by the House Interior Committee, H.R. 1320 authorized direct expenditure of fee income in the subsequent fiscal year, without further appropriation. The House Rules Committee, however, struck the phrase "without further appropriation" from the bill so that the bill now requires that fee receipts be distributed through the annual appropriations process. (H. Res. 135).

The Sierra Club opposes these fee provisions. The actions taken by the House of Representatives heighten our concerns that these fees will not provide truly additive funding. We consider that, while they may supplement funding for important resource protection, research and interpretation programs in the short term, in the longer term they will be offset by reductions in regular appropriations. Indeed, this administration has already proposed, in its Fiscal 1988 budget request, that the fee income be used to reduce regular appropriations, a situation that I address in more detail below. H.R. 1320 represents the beginning of a slippery slope toward providing the budgets of Park Service units through entrance fees and toward a policy of "parks for those that can afford them," toward a policy of rich parks and poor parks based on their visitation levels rather than upon their budgetary needs for resource protection.

Public Lands User Fees

The question of additivity of fees is also raised by Section 2 (c) of H.R. 1320. This authorizes recreational user fees (as opposed to entrance fees) collected by federal agencies other than the U.S. Fish and Wildlife Service to be used for resource protection, research, interpretation and maintenance activities. Thus Park, Forest Service, BLM and other agency recreational user fees, charged at campgrounds and other facilities, would be used for these purposes rather than the Land and Water Conservation Fund.

The Sierra Club does not oppose fees for use of developed facilities, such as improved camp sites. The Club considers that increases over present fees should only be in response to, and consistent with, actual increases in operating costs and that the fees not be used to expand existing facilities or devlop new ones. Again, the Club is opposed to user fees being used to offset existing appropriations and we oppose the user fee provisions in H.R. 1320.

Fees Would Replace Rather Than Supplement Regular Appropriations

This administration has demonstrated its commitment to cutting regular appropriations by the amounts raised as recreational user fees and park entrance fees. This is clearly stated in the Fiscal 1988 budget requests of the U.S. Forest Service and the U.S. Park Service. The Fiscal 1988 Forest Service budget includes a recreation line item with $52 million in user fees put into a new account, "Operation and Maintenance of Recreation facilities," the type of account that would be authorized by H.R. 1320. At the same time, the Forest Service requests a decrease in funding for the recreation line item of $54.6 million from the base level of $97 million. In other words, the Forest Service would shift over half of its recreation funding from regular appropriations to user fees, with no increase in overall funding.

The Park Service takes the same approach in its Fiscal 1988 budget request, with a new fee program account. This account would receive the entrance and user fees if authorized by legislation such as H.R. 1320. In the explanatory notes to the budget request, the Park Service proposes a entrance fee structure and estimates that the park fees would raise $74.3 million in fiscal 1988. The Service then details how this income would be spent (explanatory notes, pages 5-7). Of this $74.3 million, only 18.5 million would be used to enhance park operations. A further $11.6 million would offset the costs of fee collection and the remaining $44.2 million would be used to eliminate or reduce appropriations for regular programs.

Programs whose funding would have been completely shifted to fee income account include:

Natural Resources Preservation Program	$7.6 million
Cultural Resources Preservation Program	$6.2 million
In-park transportation system program	$2.6 million
Informational Publications Program (items published at Harpers Ferry Center)	$4.0 million
Volunteers in Parks Program	$1.0 million

Funding that would have been partially shifted to fee income account:

Regionwide Repair and Rehabilitation Program	$8.4 million

These proposals make it abundantly clear that the administration has no intention of using Park entrance and public land user fees as funds.

Conclusion

Even if Congress treats fee income as strictly additive funding in each year's appropriations bill, an administration such as the current one will still be able to replace regular funding of some programs with fee income and Congress will have little contol on how the fee income is actually spent. We hope that your Subcommittee will proceed with straightforward reauthorization of the Land and Water Conservation Fund, without provisions for extension of park entrance fee beyond those in effect in fiscal 1986 or use of recreational user fees.

Sincerely,

Lawrence Downing

Lawrence Downing
President

KATY MILLER JOHNSON 1618 29TH STREET, N.W. WASHINGTON, D.C. 20007 202-337-8580

May 28, 1987

Hon. Jeff Bingaman
Vice-Chairman
Subcommittee on Public Lands
and Reserved Waters of Senate
Energy & Natural Resources Committee
502 Hart Building
U.S. Senate
Washington, D.C. 20510

Dear Senator Bingaman:

Having a serious concern for our National Park System ever since my late husband, Representative Clem Miller, authored the legislation creating Point Reyes National Seashore in California, I'm writing about H.R. 1320, which -- as passed by the House -- would allow the Office of Management and Budget to impose sweeping new or higher entrance fees to units of the National Park System. (I fully support the extension of the Land and Water Conservation Fund, which the bill proposes.)

I enclose my statement for your Subcommittee's April 27 hearing on H.R. 1320, and my follow-up letter to Chairman Bumpers, including excerpts from an April 21 speech of Howard Chapman, recently retired NPS Western Regional Director.

In that speech, Mr. Chapman sounded an alarm:

> "I see... decisions being made on the basis of the dollar return. That the balance of a decision on a project in resource management or interpretation will turn on the one that can launder the most money!"
>
> "...I have to frankly tell you that never before in the history of the National Park Service do I believe there has existed a time when the values of the System were more under stress than they are today!"

In my opinion, the enactment of H.R. 1320, as it passed the House, would accelerate the dollar-driven policies that Mr. Chapman deplores. Since I'm convinced that OMB intends that fees will supplant, rather than supplement, appropriations, the imposition of sweeping new entrance fees would, I fear, set in motion an insidious and divisive process. By this process, Government support for the National Parks will inexorably diminish, and the parks will be expected to engender even more revenues, by charging ever higher fees, so that ever fewer people will use them.

In contrast to the charging of entrance fees, which unfairly penalize citizens who have little or no discretionary income, it seems entirely fair to charge user fees for developed facilities such as elaborate campsites and trailer hook-ups which are optional and made available for the exclusive use of some park visitors.

I applaud your full committee's unanimously approved proposal to rescind the $1 entrance fee at the Statute of Liberty. Significantly, the Administration has not seen fit to follow your lead. H.R. 1320, as well, ignores the educational value of our historic shrines, and of the extraordinary natural phenomena protected within the Park System, and would impose more and higher fees without regard to such values.

In clause (d), section 4 of the Land and Water Conservation Fund Act, the Congress wisely said in regard to such fees that "the public policy or interest served" shall be taken into consideration. Is not a better educated citizenry one of our most important national public policy purposes? The inevitable drop-off of usage after imposition of sweeping new fees would conflict dramatically with this purpose.

In sum, H.R. 1320 grants far too much latitude to the Executive in regards to fees. Any Administration's OMB could decide in the future to institute new or higher fees at more and more units throughout the National Park System.

Instead, Congress should retain, and even increase, its traditional protective oversight over the well-being of the system. It is the elected Congress which responds best to the needs and desires of our park-visiting citizens.

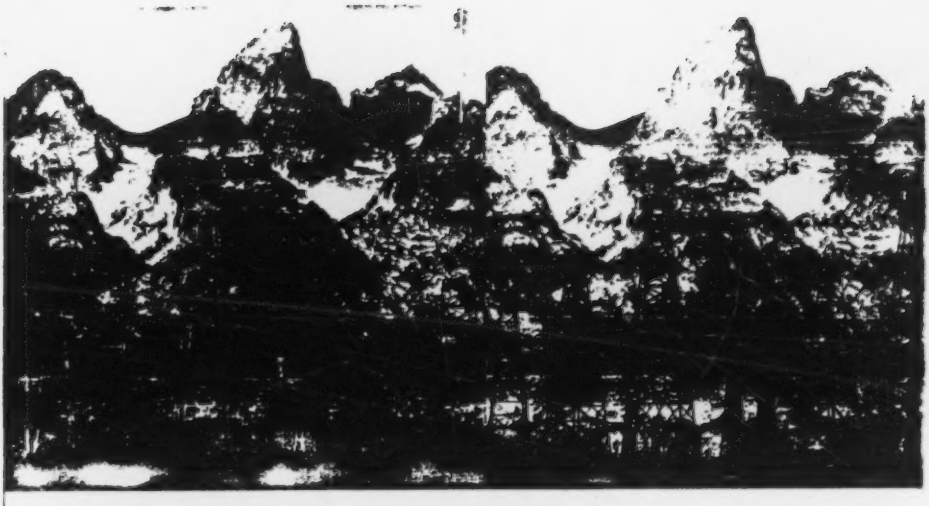
I urge you to reject the admission fee portions of House-passed H.R. 1320.

Sincerely,

Katy Miller Johnson

Katy Miller Johnson

PS I also enclose the article "Disputed Territory" by Robert and Patricia Cahn from National Parks magazine of May/June 1987, concerning this administration's attempt to politicize the National Park Service. In my opinion, H.R. 1320 all too accurately reflects pervasive Administration policy to institute regressive "fees" (i.e., taxes) instead of progressive taxation. Dissent from within the Park Service from this and other of this Administration's policies has been severely punished.



Disputed Territory

Since 1916, dedicated professionals have run the Park Service.

Now, political appointees manipulate policy and personnel.

by Robert and Patricia Cahn

During the past several months, activities have come to light indicating that Interior Department officials are attempting to control—and politicize—the National Park Service. They have endeavored to overrule the director and park superintendents, reorganize the Washington, D.C., office, shift key field personnel, and rewrite policies to allow uses heretofore barred from parks.

Are the national parks at risk, and will these activities leave scars on the Park Service? Or are they just media allegations "so far off the mark as to approach pure fiction"? This was the dismissal given these allegations by William Horn, assistant secretary of the Interior for fish and wildlife and parks, at a recent congressional hearing.

Most of the coverage has been accurate, although a few cases have been exaggerated. And many other instances of interference have been hidden from public view.

Interior Secretary Donald Hodel as well as Horn and a bevy of his assistants have operated in secrecy, disobeyed congressional requirements for prior notice on proposed reorganization plans, disdained or ignored advice from experienced park professionals, and used personnel actions or disciplinary measures to stifle policy dissent.

One might ask where the venerable director of the Park Service, William Penn Mott, Jr., stands in all of this. Public airing of grievances does not seem to be his style—he prefers to work within channels. He may also know that if he were to press too hard he could be forced out—despite his close ties to President Reagan—and thus end any hope of completing his wide-reaching agenda for the parks.

Despite his public composure, an internal memo Mott wrote to Horn last December reveals the level of his frustration and resistance. The memo opposed extensive modifications Horn wanted to make in Mott's modest Park Service reorganization plan; it also protested high-level shifts of personnel sought by Horn.

"I disagree with most of the suggested modifications," wrote Mott. "I believe they do not strengthen park programs, are of no management utility and add to the costs of operating the Washington office.

"I feel compelled to reiterate my

Composite of George Grant/NPS photo of Grand Tetons and DOE photo of oil derricks

concerns about the way your staff has handled this reorganization. People have been offered jobs that are encumbered or do not exist. . . I find it incomprehensible that the changes of bonuses, ratings, and the assignment of conditional ratings would occur without consultation with me," Mott wrote.

The interference goes far beyond reorganization and personnel shifts; it extends into development of basic policies. It also affects management decisions and the protection of National Park System areas, such as Grand Canyon National Park.

The phenomenal increase of sightseeing flights at Grand Canyon during the past decade made noise and safety regulations a high priority. More than 45,000 flights per year take a total of approximately 300,000 tourists over the canyon, making this a $45-million-a-year industry for air-tour companies operating from as far away as Los Angeles.

Noise from overflights is also becoming an increasingly serious problem at other national parks; thus, the decisions made concerning Grand Canyon could set a precedent for other parks in the system.

Well before two sightseeing planes collided in midair in the Canyon in June 1986, killing 25 people, Director Mott and conservation organizations had been calling for a halt to flights inside the Canyon. The park staff also had been preparing reports, one of which was an environmental assessment, that covered proposed Federal Aviation Administration (FAA) flight regulations and Environmental Protection Agency (EPA) noise regulations relating to the Canyon.

On August 28, 1986, key personnel from Grand Canyon National Park met in Washington with Mott and other NPS officials to fine-tune recommendations for the FAA and EPA. NPS recommendations would have tourist aircraft stay above the Canyon rim and establish flight-free zones and other restrictions to provide maximum safety and noise reduction.

Later that day, before he could send the proposals to Horn, Mott received a short and baffling note from Hodel ordering him to refrain from making public the park staff's environmental assessment. The note also told Mott not to make any decision on the NPS proposals until Interior's Inspector General (IG) completed an internal review of the reports.

NPS officials later learned that on the very day the NPS officials were meeting on the Canyon problem, Hodel had met with executives from Grand Canyon Helicopters and the Grand Canyon Flight Operators Association, who in an 85-page document accused the Grand Canyon park staff of putting out false data and misstatements.

Two months later, upon receiving an IG report highly critical of the NPS studies, the Secretary wrote Mott that the park's studies "should be redone honestly, unless the NPS can rebut the conclusions."

Hodel labeled the NPS studies "unprofessional" and said, "the persons responsible for drafting the original report on solitude should be appropriately censured." Just nine days later, without conferring with Director Mott and without waiting for the rebuttal, Horn submitted the official departmental recommendations—quite different from those of the NPS—to the FAA (and none to the EPA).

He acknowledged that there had been 55 deaths from aircraft accidents in and over the Canyon during the last ten years. Yet, Horn recommended that flights be banned only *within the inner gorge*—the narrow bottom of the Grand Canyon where tour flights virtually never go. Expressing some mild concerns over noise levels, he chose to leave solu-

tion of the problem to the FAA, noting that the Park Service could not provide sufficient data for making recommendations related to noise.

The FAA has issued only mild restrictions on Canyon overflights with loopholes for continued tour flights below the Canyon rim. Interior does not agree with and has not released the NPS recommendations. The NPS, however, has completed a rebuttal of the IG's report, showing almost all of the charges to be inaccurate.

NPS Deputy Director Denis Galvin sent the rebuttal to Secretary Hodel with the brief conclusion: "I do not believe censure is required." Hodel has not responded.

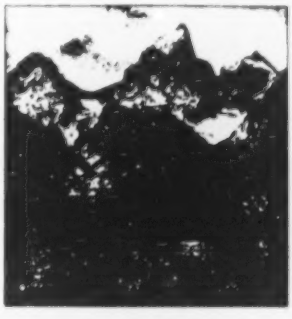
Historians may argue that some degree of political interference in running the national parks is nothing new. They could cite Interior Secretary Franklin Lane's approval of a hydro project in 1913 that destroyed Hetch Hetchy Valley in Yosemite National Park; or the Nixon White House directive to Secretary Rogers Morton that NPS Director George Hartzog be fired and replaced with Nixon's travel advance man, Ronald Walker.

Since 1950, the NPS has been placed organizationally under one of the politically appointed assistant secretaries of the Interior. Since 1973, the men appointed as assistant secretary for fish and wildlife and parks have used their prerogative to influence park management and make occasional high-level NPS appointments.

Until the 1970s—in fact, since 1916, when Stephen Mather and Horace Albright took over management of the national parks—a tradition of independence had become established. Political interference was the exception. The Interior secretary let the NPS director and park professionals run the Park Service. For 55 years, NPS directors had access to their Interior secretaries and could argue their positions directly with them.

Although the amount of interference by the assistant secretary's office accelerated under Nathaniel Reed (1971-1976) and under Robert Herbst (1977-1980), both men were committed to conservation, so their influence did not significantly disrupt park policy or operations.

With the advent of James Watt and the Reagan Administration in 1981 came the attempt to make drastic changes. The Watt team brought an antigovernment "sagebrush rebellion" philosophy and a tilt toward development and privatization, which they aggressively sought to impose on the Park Service.



Early in 1985, Donald Hodel was appointed as the new Secretary of the Interior, and the Watt agenda quietly reappeared.

Watt's idea of preserving the parks meant a $1-billion program to restore sewage systems, roads, buildings, and other facilities while ignoring programs to protect natural resources. He tried to stop all funding for new parkland and wanted to get rid of "urban" park areas, such as Cuyahoga in Ohio.

Watt's team consisted of like-minded political appointees. His undersecretary, Donald Hodel, was a former head of the Bonneville Power Administration in the state of Oregon. His deputy undersecretary for Alaskan issues was Horn, who had fought environmentalists as a congressional committee aide during the controversy over the Alaska Lands legislation.

The assistant secretary for fish and wildlife and parks, Ray Arnett, was a former oil company geologist and an advocate of sport hunting, commercial fishing, and off-road vehicle (ORV) use in some park areas. Arnett's special assistant, who soon began giving orders to NPS Director Russell Dickenson, was Ric Davidge, former lobbyist for the National Inholders Association, a group that is opposed to the NPS purchase of private land for parks and has aggressively pursued that goal.

For deputy director, Watt chose Mary Lou Grier, an aide from his Bureau of Outdoor Recreation days, who was working for a Republican congressman. Two other political appointees were later brought in to help Grier: P. Daniel Smith, a lobbyist for the National Rifle Association, and Allan Fitzsimmons, a college teacher of environmental studies.

Some of the Watt changes succeeded. He was able to get funding for restoring park facilities, but he also inhibited the acquisition of new parkland.

Spurred by Senator Ted Stevens (R-Alaska) and Representative Don Young (R-Alaska), Watt acted for Alaska development interests by ordering Director Dickenson to transfer the Alaska regional director and his deputy and the superintendent of Glacier Bay National Park. Their sins were that they imposed restrictions on tour-boat operators in Glacier Bay in order to protect endangered humpback whales. Development interests believed the NPS was not responsive enough to business and private uses, such as sport hunting, in Alaskan parks.

When Watt's stridency and heavy-handedness finally caused his departure, most of his major agenda remained unachieved. During the 14-month tenure of Watt's successor, William Clark, there was little interference in NPS affairs.

Early in 1985, Donald Hodel was appointed as the new Interior secretary, and the Watt agenda quietly reappeared. Without the circuslike atmosphere that surrounded Watt, his successors have been able to proceed with their agenda without much scrutiny.

When Arnett resigned to become executive director of the National Rifle Association, Hodel gave the job to Horn, his former deputy undersecretary. Hodel forced the retirement of NPS Director Dickenson, but had to accept the White House recommendation of 75-year-old William Penn Mott, Jr., as the replacement. Mott had begun his 54-year parks career with the National Park Service, and had served as Governor Reagan's director of California State Parks and Recreation.

Conservationists applauded when one of Mott's first acts was to dismiss most of the political appointees. But Smith and Fitzsimmons simply moved "upstairs" to become assistants to Horn. This move also put them in a position to give orders to the NPS director.

At first, Mott and his deputy director, Denis Galvin—working with Washington staff and regional directors—carried out their plans for the Park Service without much interference. They developed a 12-point agenda, with emphasis on protecting park natural and cultural resources, expanding scientific research, and finding solutions to the worst park threats.

Soon, however, Mott began running into disagreements with Horn's staff. Interference accumulated, sapping NPS morale and undermining the professional managers.

Mott's first big policy dispute came in late 1985 when he sought Hodel's approval to comply with an EPA proposed regulation on "integral vistas." The Clean Air Act allows states to consider the harm that might come from a new development outside a national park—a power plant, for instance—whose smoke plume might degrade the vistas seen from inside the park.

Back in 1981, the NPS had identified 173 potential "integral vistas" in 43 national parks. These include views of the valleys that flank Shenandoah National Park, the sea coast as seen from Acadia, and the Kaiparowits Plateau viewed from Bryce. But Secretary Hodel had never sent recommendations for listings to EPA.

The provision to list integral vistas expired December 31, 1985. A few weeks before the expiration date, Mott sent a memo to Horn urging that the Interior Department "proceed immediately with the integral vista rule-making."

At Cape Cod National Seashore, the Park Service has been under pressure to open more beach and dune areas to off-road vehicles.

Mott outlined the importance of scenic views. Inaction "would certainly result in severe criticism of the Department and the Administration by environmental groups and by a public that will perceive that highly important park attributes are being sacrificed," he wrote.

"We would be derelict in our responsibilities if we chose to ignore the opportunity provided by the Clean Air Act to identify integral vistas."

Mott received no reply until after Hodel made a decision not to list the integral vistas.

A few months later another air pollution issue came up, this time concerning coal strip mines that might be developed near national parks. EPA proposed regulating new sources of pollution where it might affect park air quality.

Instead of protecting his own bureau, Horn sided with Steven Griles, Interior assistant secretary for lands and minerals management, whose constituency includes the coal-mine operators. The Horn-Griles position said that Interior had all the authority it needed to control air pollution.

Bryce, Zion, and other parks are threatened by new sources of pollution from coal mines, and the NPS wanted *enforceable* regulations. But the NPS was left out of departmental policy discussions and was asked not to prepare any written comments on Interior's final position.

NPCA and three other environmental organizations submitted official comments to EPA opposing the Horn-Griles position. The groups said that the Department of Interior had failed to exercise its authority in any meaningful fashion.

The final word was a departmental position paper issued by Undersecretary Ann McLaughlin on May 28, 1986, stating that "The Secretary currently has sufficient authority to protect air quality and related values of the National Park Service units from adverse impacts of surface coal mining activities." The EPA's proposed pollution regulations were squelched. The Park Service had lost again.

Interference in park affairs has not been limited to general, systemwide issues. A number of incidents at specific parks illustrate how the activities of career professionals have been hampered during the last two years.

At Cape Cod National Seashore, the NPS has been under pressure to open more beach and dune areas to ORVs. Park scientists were excluded from a research team of depart-

mental agencies assigned by Horn to assess the potential harm from ORVs. Although the departmental group came out in favor of more ORV use, opposition by the NPS and conservation groups has so far prevented that.

In another issue, Mott and the Park Service were embarrassed by a January 1986 order from Horn directing Mott to cancel a keynote speech to the Everglades Coalition a few hours before he was to make the speech. Mott was already in Florida when he received the order to return to Washington immediately.

The reason: Horn's deputy, Smith, was worried because then-Governor Bob Graham, a Democrat who would be running for the Senate, was on the same program. Smith feared that Mott's presence might be taken as support for Graham and hurt the Republican incumbent, Senator Paula Hawkins.

Much more serious is the recent attempt by Interior to tamper with the organization of the NPS Washington office, shift personnel, and alter performance evaluations of employees who are rated under Senior Executive Service (SES) rules. This creeping politicization of one of the country's most highly regarded agencies has not gone unnoticed.

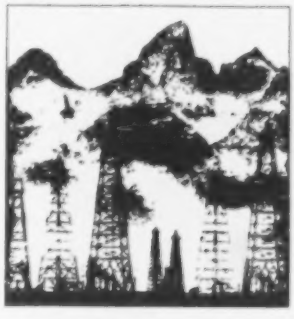
Several hearings in Congress earlier this year and numerous articles bearing headlines such as "Mott Fends Off Power Threat," "Politics Penetrates U.S. Parks," and "Takeover at the Park Service" [*National Parks*, March 1987] have brought the behind-the-scenes maneuvering into the open.

The stir was triggered by Horn's attempt to make substantive changes in a minor reorganization plan submitted to Hodel by Mott. Word of the proposed changes was withheld from Congress until the plan had been implemented.

Senate Interior Appropriations Subcommittee Chairman Robert Byrd (D-W.Va.) accused Horn of running "a covert operation" in not submitting the reorganization plan to the committees as required.

After drawing evasive answers from Horn to questions concerning shifts of personnel and performance evaluations, Byrd commented: "I am concerned that the appearance is that the Assistant Secretary seems to be playing games among the career staff of our National Park Service."

At House hearings, Interior Appropriations Subcommittee Chairman Sidney Yates (D-Ill.) questioned both Hodel and Horn as to why changes had been made in most of the personnel evalution ratings given to 16 Senior Executive Service employees.



Mott and the NPS were embarrassed by an order from Horn directing Mott to cancel a keynote speech to the Everglades Coalition.

Yates read from a memo in which Horn informed Mott that he had given a preliminary "less than fully satisfactory" rating to Western Regional Director Howard Chapman, a 40-year NPS veteran. Horn's rating was two grades lower than the "exceeded performance standards" rating that Mott had given Chapman.

The low rating was later raised one level to "fully successful" (i.e., average), the lowest ever for Chapman.

In defense of the low preliminary rating, Horn cited his specific "concerns." He said Chapman's performance "created *a prima facie* case of 'less than fully satisfactory' management." These concerns included allegations of employment discrimination in the western region (a class-action lawsuit by Hispanics), disobedience of departmental orders to cease buying land within Yosemite National Park, and blame for the Grand Canyon overflight study that Hodel had criticized.

Yates drew from Horn the fact that a review board that overturned many of Mott's SES ratings was chaired by Horn's deputy, Smith. When Horn said that he and Smith had not discussed any of the ratings, Yates replied, "I'm suspicious. It seems impossible that you wouldn't have talked about this [the Chapman matter]."

Yates also impressed upon Hodel the "necessity for preserving the morale of the employees of your Park Service against political interference." He added that "there have been hints of [interference] throughout this case and throughout your reorganization."

When Chapman was called to testify in his own defense, he pointed out that he had never been informed of these "concerns" until Horn's February testimony before Congress. In a 36-page response, Chapman showed each of the allegations to be without foundation or validity.

For instance, Chapman had settled the equal employment lawsuit out of court two years earlier to the satisfaction of both the NPS and the plaintiffs—without admission of discrimination. In fact, Interior had cited the western region for achievements in equal employment opportunity.

As for disobeying departmental orders to cease purchasing land in Yosemite, Chapman stated that he had been acting on advice from the House Subcommittee on National Parks and Public Lands.

Horn was forced to admit to Yates, "I am glad to know that many of my concerns were not founded."

The most important challenge for

NPS professionals, with potential long-term effects on the parks, has been a 15-month battle with political appointees over attempts to rewrite the NPS *Management Policies* manual. The guidebook had not been revised since 1978, and Mott and Galvin felt it should be updated. Horn and his policy assistant, Fitzsimmons, seized upon the revision as an opportunity to make significant changes in basic management philosophies.

One policy proposal from Horn's office sought to rate national park areas according to the significance of their most important natural resources. "For example," said the memo, "the aesthetics of Yosemite Valley are obviously essential to the park whereas the health of the mule deer herd is not."

Under this system parks could be rated as in "good condition" if just 80 percent of the natural resources are relatively free from man-caused damage. Such a policy change could allow a wide range of unacceptable park uses, including energy development, mineral exploration, grazing, and commercial enterprise.

In a memo on the policy guidebook revision, Horn told NPS officials that "The Secretary has noted our mandate is to conserve resources for the benefit of people as opposed to protecting resources from people; park management must reflect the fact that we are to serve the general public as opposed to narrowly focused groups. . . ."

Park Service officials disagreed with Horn's thesis. They felt such a policy twisted the intent of the 1916 Organic Act creating the Park Service, which reads: ". . . to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

The long-standing NPS view is that conservation must always be the overriding priority. If resources are impaired, they would not be available for visitors to enjoy.

Time and again, however, Watt, Hodel, and Horn have inferred that the Park Service is interested in protecting the parks *from* instead of *for* people. The NPS now puts 83 percent of its operational budget into serving visitor needs—the inference is without foundation.

Dwight Rettie, who headed Mott's policy division until his retirement last August, said that Horn sought to carry out his policy changes by differentiating types of parks. One management policy would be used for national parks where natural values predominate, another for historic sites and cultural areas, and a third where recreation is the predominant use.

"I am concerned that . . . the Assistant Secretary seems to be playing games among the career staff of our Park Service," said Senator Byrd.

Horn's proposal would reverse the existing NPS policy of managing all units of the National Park System by the same guidelines, except when Congress specifically provides otherwise, such as allowing hunting in certain preserve units. According to this proposal, hunting and trapping would be allowed in many more park areas, off-road vehicles could be used on the beaches and sand dunes of national seashores such as Cape Cod; national recreation areas would have more roads; pesticides could be used in parks where recreation is a high priority; and exotic species regulation would be more flexible.

Rettie says that the Park Service admits that Cape Cod should not be administered exactly like Yellowstone, because they *are* different. "To the degree that there are natural resource values at Cape Cod or Delaware Water Gap, however, the Park Service plans to treat them the same way it treats natural values at Yellowstone or Yosemite, and give those natural values the fullest protection so they will never be impaired."

In recent weeks, Hodel and Horn have apparently altered their game plan. Horn has backed off from his demands for separate policy guidelines to suit the different types of NPS areas. Also, Deputy Assistant Secretary Smith, a particular thorn to Mott, has moved to the General Services Administration.

But friends of the Park Service are still concerned. "In six years of supervising the National Park Service, the Reagan Administration appointees have not yet supported policies that are consistent with Park Service tradition," says Destry Jarvis, NPCA vice president for conservation policy. "We are not letting down our vigilance or support of Park Service standards, policy, personnel, and management.

"In the long run, however, the only way to assure minimal political interference with the National Park Service is to remove it from the Department of Interior and establish it as an independent agency."

Patricia and Robert Cahn are contributing editors to National Parks. *Their articles have appeared in* Smithsonian, *and the* Christian Science Monitor, *among others. Patricia Cahn was public affairs director of the EPA. Robert Cahn, who won a Pulitzer Prize for a series of articles on the national parks, recently published* The Birth of the National Park Service *with Horace Albright.*

NATIONAL PARK FEES PROPOSAL
San Francisco Examiner GGNRA
April 8, 1987, p A16, editorial

Our parks should remain free

MOST NATIONAL PARKS charge a nominal admission fee, so it is understandable that Reps. Morris Udall, D-Ariz., and Bruce Vento, D-Minn., asked why seven of the federal parks were exempt.

Unfortunately, the U.S. Park Service, strapped for money in these budget-cutting times, convinced the well-meaning congressmen that uniform fees were appropriate.

Udall and Vento apparently got the answer they wanted from the bureaucrats and never asked environmentalists. What followed was a bad bill allowing fees at *all* parks — and the House approved the legislation with little advance notice and less debate.

If the congressmen had asked members of the Commission on Point Reyes National Seashore and the Golden Gate National Recreation Area, the citizens group which advises the Department of the Interior, they would have discovered that Congress had set aside parks near big cities to benefit the urban poor.

The park-fees bill cleared a House vote before Bay Area activists could protest, but they're waging a strong campaign for a revision in the Senate.

"If you charge user fees, you would exclude the very people a park was created for," said Karen Urquhart, executive director of the Marin Conservation League, and others echoed her alarm.

Jerry Friedman, a member of the parks advisory commission for the Interior Department, is angry. "Those affected by this bill will not be middle-income people," he said, "but low-income people — and they don't have a voice."

Even while praising Marin environmentalists for opposing the possibility of park fees, we would gently point out that their "keep parks for the poor people" argument would be better received if there were a warmer welcome for park visitors by some groups and communities in Marin. Rightly or wrongly, there is a widely held perception that some North Bay residents consider those splendid vistas and quiet trails their private domain. There have been a few efforts to divert the flow of visitors away from pristine locales in Marin.

But the park areas are available there, nonetheless, and some inner-city folk visit them, and a great many utilize the other Bay Area parks. We think that Sens. Pete Wilson and Alan Cranston should try quickly to amend House Resolution 1320 to exempt *all* urban area federal parks from entrance fees.

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OPINION

EDITORIALS

Prohibit fees at seashore

SOMETHING IS rotten in Congress, and it's not the food in the House Dining Room.

A bill with the laudable goal of raising more money for our national parks is sailing through Congress quietly — so quietly, in fact, that key lawmakers like Barbara Boxer, D-Greenbrae, never even heard about it until just over a week ago.

By that time it was in the House Interior Committee. A couple of days later, the commitee approved the bill, clearing the way for quick action by the full House.

What's going on here? Has Congress, which normally agonizes endlessly over bills, greased the skids on this one? Acting with despatch is admirable, but sliding a bill like this one through without proper exposure is not the same.

The bill, H.R. 1320, would give National Park Service officials the power to set entrance fees for Point Reyes National Seashore and eight other federal parks, where fees formerly were prohibited by law. It was approved Thursday by the full House and now moves to the Senate.

Interior officials and Boxer are convinced that the Park Service won't impose fees at Point Reyes even though the bill would permit it. Boxer, who opposes fees, got one of the bill's sponsors, Rep. Bruce Vento, D-Minn., to say on the House floor that he does not intend to impose fees at Point Reyes.

That might be good enough to reassure many people, but it still leaves final power in the hands of bureaucrats who could change their minds in a few years.

The fear that the Interior Department might go back on its word is not an idle one. Only a few years ago, Interior drafted a plan to protect millions of acres of offshore tracts from oil drilling, only to withdraw the proposal in the face of opposition from the oil industry and substitute a plan calling for much more drilling.

The logistics of charging a $3 fee for each visit to Point Reyes are a nightmare. There are 14 signed entrances and trailheads and many other unmarked entry points.

Besides, it's just plain wrong to slap a fee on Point Reyes. Like its neighbor, the Golden Gate National Recreation Area — which, fortunately, is not threatened with imposition of fees — Point Reyes is a safety valve for the heavily urbanized Bay Area. It provides open spaces to city dwellers who can get there by car or bus.

When there's money to be made or political gain to be had, all the assurances of all the bureaucrats in Washington don't amount to a hill of beans. That's why H.R. 1320 must not be adopted in its present form. The statutory ban on entry fees at Point Reyes National Seashore must be retained. ■

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Tax cut & arms took park money

Congressmen want local park fees

By Dave Mitchell

A bill now moving quickly through the Congress could result in West Marin residents having to pay up to $3 each time they went for a walk in the Point Reyes National Seashore or a stroll along Stinson Beach.

That was the warning this week from Jerry Friedman of Point Reyes Station, a member of the Citizens Advisory Commission to the National Seashore and Golden Gate National Recreation Area.

At present, a 1978 act of Congress prohibits charging a fee to use the GGNRA while a 1962 act bans entry fees for the National Seashore.

The proposed law, HR 1320, by Congressmen Bruce Vento and Morris Udall, would specifically repeal those prohibitions against fees in the GGNRA, National Seashore, and 10 other federal parks.

As the federal deficit has mushroomed in the wake of President Reagan's military buildup and tax cutting, the Administration has reduced operating funds for the Park Service, and Friedman said the bill is an attempt to make up for the loss.

HR 1320, which has already passed

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Parks . . .

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the House Subcommittee on Parks, is now headed for a vote of the full Interior Committee.

Friedman noted that under terms of the bill, no fees can be charged for parks "in an urbanized area." Unfortunately, the commissioner added, "urbanized" is not defined. He said it could result in GGNRA land in San Francisco having no entry fee while GGNRA land in West Marin having a fee.

Since the GGNRA and National Seashore can be entered in many places, the Park Service would have a difficult time controlling entries, he said: 'I don't think it could be done efficiently."

For the moment, HR 1320 is the only bill moving through Congress that would add park fees, but the Interior Department has notified House Speaker James Wright that it is drafting its own park-fee bill.

That bill would raise the maximum from $3 to $5 in parks that already charge entry fees but would not repeal the ban on fees at the GGNRA and National Seashore. "I never thought I'd favor an Administration bill (over a Democratic one), but it's better thought out," acknowledged Friedman.

The Administration hopes to raise an additional $21.5 million annually by increasing park fees, Assistant Interior Secretary William Horn noted in his letter to Wright.

"We believe that the effect of this proposal will enable the National Park Service to provide levels of service that the American people want and expect in the national parks even in times of fiscal austerity," Horn wrote.

"The Office of Management and Budget has advised that this legislative proposal is in accord with the program of the President."

Friedman, however, expressed concern that fees will keep lower-income people out of federal parkland. "It's corny," he said, "but parks are for the people."

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Tolls Proposed To Enter Marin's Federal Parks

BY JOAN REUTINGER

American tax dollars pay for the purchase and maintenance of national parks, consequently the parks belong to the people of the United States. As the summer season nears and vacation plans are in the making, some taxpayers are infuriated to learn there are several bills before Congress which would raise existing entry fees or institute fees in former "free" parks.

The purpose of the bills, one of which is from the Department of the Interior, is to raise money for park upkeep. The Reagan Administration has consistently cut operating funds for the National Park Service, causing the parks to be understaffed both for rangers and maintenance personnel.

In testimony given before the House last week, Congressman Daniel K. Okaka of Hawaii vigorously opposed the concept of higher fees saying, "It is unfair to force tax payers who have paid for these parks with their hard earned tax dollars to pay a fee to enter them. Why must our citizens pay to use land they already own?"

Another criticism came from Page Putnam Miller, director of the National Coordinating Committee for the Promotion of History. "It has been our fear that the imposition of entrance fees will be used to raise funds that can offset and thus reduce the annual appropriation to the National Park Service."

At the moment there seems to be some confusion as to whether any of these bills would affect Marin's two national parks: The Point Reyes National Seashore and the Golden Gate National Recreation Area (GGNRA).

According to Congresswoman Barbara Boxer's office, one bill, HR1320, would exempt "urban parks." The bill's definition for "urbanity" is any park located in the same county as a city of 50,000 population.

But reports received on Saturday from Washington indicate that the Department of Commerce has ruled that the Pt. Reyes National Seashore is identified as a rural park which would be subject to the fees.

William P. Horn, assistant secretary for Fish and Wildlife, who introduced the administration's bill, is upset with

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Federal Park Tolls

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HR1320 because he feels its definition of "urban" would exempt too many parks.

"He's opposing it for all the wrong reasons," said Jerry Friedman of Point Reyes Station, who is West Marin's only representative on the Citizens Advisory Commission to the National Seashore and the GGNRA. He's found that the urban definition would exempt 21 parks."

Congresswoman Barbara Boxer's office said last week that Boxer was in there fighting to preserve the enabling legislation that makes the GGNRA fee free.

The Seashore is not protected the same way, but Superintendent John Sansing said last week, "There's not much possibility of entrance fees in the Seashore. We have 34 different entrances to the park and to build toll booths and man them would not be cost effective."

However, whether Marin's parks are affected or not, Marin residents who are planning vacations in Yosemite or Yellowstone or any national park will find the entry fees are raised. "There is no doubt one of the bills will pass," said Friedman. "But in what form we don't know now."

Holly Bundock, public affairs officer for the Western Region of the National Parks told the Post, "I'm working on plans for the new entrance fees now."

Car entrance fees for single events would be $1/HR, $3/D or $5/D. The annual Golden Eagle passport, good for all parks, would be $25. And a pass for multiple visits to one park would be $10/D. There are just entry fees. Other fees for camping or boat launching are not addressed in the bill.